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Report for October 1940.

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

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National Labour Legislation.

Government of India.-

Authorisation of Deduction from Wages towards  
Revenue Stamp.

The Government of India has issued a notification under the Payment of Wages Act authorising an employer to deduct one anna from the wages of a workman getting over Rs. 20 per month to cover the cost of the revenue stamp to be affixed on the wage receipt.

(Notification No.L-3070 dated 3-10-1940:  
The Gazette of India, Part I, dated  
5-10-1940, page 1449).

Bengal.-

The Bengal Shops and Establishments Act, 1940 (Act XVI of 1940).

Reference was made at pages 3-4 and page 1 of our August and September 1940 Reports respectively to the adoption by the Bengal Legislature of the Bengal Shops and Establishments Bill. The Bill, as passed by the Legislature, received the assent of the Governor, and is published at pages 69 to 76 of Part III of the Calcutta Gazette dated 31-10-1940.

Bombay.-

Enforcement of Bombay Shops and Establishments Act, 1939.

The Bombay Government has announced that the Bombay Shops and Establishments Act, 1939, will come into force on 15-11-1940.

(Press Note No. P-532 dated 17-10-1940).

Bombay.-

The Bombay Shops and Establishments Rules, 1940.

The Bombay Government has published the general Rules which it has made under the Bombay Shops and Establishments Act, 1939.

(Notification No. 143/34 dated 8-10-1940;  
The Bombay Government Gazette Extraordi-  
nary, Part IV-B, dated 8-10-1940, pages  
1009A to 1009L.)

British Baluchistan.-

Extension of certain Labour Acts to British Baluchistan.

The Government of India has extended the Factories (Amendment) Act, 1940, and the Indian Mines (Amendment) Act, 1940, among other Acts, to British Baluchistan.

(The Gazette of India, Part I,  
dated 19-10-1940, page 1478.)

Madras.-

Factories (Madras Amendment) Bill, 1940:

Restriction of Medical Examination of Adolescents.

The Governor of Madras has announced his intention to enact an amendment to the Factories Act in its application to Madras Province, in respect of the medical examination of adolescents and children. Under section 51 of the Factories Act, 1934 (XXV of 1934), no child above twelve and no adolescent may be allowed to work in any factory unless a certificate of fitness is obtained from a certifying surgeon. Section 52 provides for the examination and certification of such children and adolescents, without any restriction whatever, either on their own application or on that of their parents or guardians or on the application of the manager of the factory in which they wish to work. The examination of children and adolescents who have little or no prospect of employment needlessly increases the work of the Certifying Surgeon without any compensating advantage. It is therefore proposed to restrict the examination of children and adolescents, on their own application or on that of their parents or guardians, to those cases where they are able to produce a certificate from the manager of a factory that they will be employed in the factory if a certificate of fitness is granted to them.

(The Fort St. George Gazette,  
Part IV-A, dated 29-10-1940,  
pages 79 to 80).

Sind.-

The Draft Sind Boiler Rules.

The Sind Government has published the draft of the general Rules which it proposes making under the Indian Boilers Act, 1923. The Rules consist of two parts: (1) Boiler Inspection Administrative Rules, and (2) Boiler Attendants' Rules. The draft is to be taken into consideration early in January 1941.

(Notification No.162-M/40 dated 16-9-1940;  
The Sind Government Gazette, Part IV-A,  
dated 10-10-1940, pages 1685 to 1729).

Social Policy.

Creation of Labour Welfare Fund:  
Punjab Government's Proposed Legislation.

It is understood that the Punjab Government has decided to start a Workers' Welfare Fund for the purpose of financing medical aid, granting maternity benefit and promoting the education of workers' children. The fund to which contributions will be made by workers and employers in the province will be administered by the Government with the help of representatives of workers and employers.

Necessary legislation on the subject is expected to be introduced in the forthcoming session of the Punjab Legislative Assembly which commences on 18-11-1940.

(The Hindu, 24-10-1940).

CONDITIONS OF WORK.

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Industrial Health and Safety.

Medical Examination of Industrial Workers in Bombay:  
Millowners' Association refuses to bear Cost.

In August 1940, the Secretary to the Industrial Health Advisory Board, Bombay, requested the Millowners' Association, Bombay, to co-operate in a scheme for a systematic medical examination of workers. It was stated in a memorandum which accompanied his letter that the proposed medical examination would show to what extent each individual worker was suffering from any disease or deficiency, and that steps could then be taken to provide the necessary relief and to give to the workers useful advice in this matter. It was hoped that, as a result of this industrial medical survey, the health of the workers would benefit and their efficiency would improve considerably. The approximate cost of this examination was estimated to be Rs.60 for a group of 300 workers, and the scheme appeared to have been formulated on the assumption that the help and co-operation of industrial employers in the City would be ~~an~~ forthcoming.

On a careful examination of the proposals, the Committee of the Association were unable to agree to the suggestion that the cost of medical examination of this character should be met by employers for the reason that cotton mill employers in Bombay had already provided medical facilities which were being freely availed of by their workers. ~~They were, however, agreed that it would be desirable to improve the health and efficiency of workers generally in India, but this could, in their opinion, hardly be achieved by the proposed examination, since where health and physical condition was deficient, medical or other treatment was a natural corollary; otherwise, the money spent on the proposed examination would be wasted.~~

(Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during September 1940).

Standardisation of Health Returns from Coal Mines:  
Efforts of Ross Institute of Tropical Hygiene.

On 6-9-1940, the Ross Institute of Tropical Hygiene, Indian Branch, wrote to the Indian Mining Association, enclosing a copy of a circular letter dated 30-8-1940 and its enclosures, issued by the Indian Tea Association to tea garden agency houses in connection with the standardisation of health returns. It was stated that the standardised health returns, which the circular recommended for adoption by the tea industry, had been framed in consultation with the Statistical Department of the Ross Institute in London, with a view to regularising industrial health statistics so as to bring them into line, firstly, with international requirements and, secondly, with the amount and nature of the information which from the medical point of view, industry itself needs if its health problems are to be rationally considered and treated. The Committee of Control of the Institute suggested that

the Indian Mining Association, when a suitable opportunity occurred, might consider the question of standardising on these lines the statistical health information in respect of the coal mining industry. It was pointed out that though the forms might appear at first sight to be elaborate, ~~the~~ the system once started entailed little expense and trouble in comparison with the advantages to be derived from a well-conceived and internationally recognised method of maintaining health statistics.

Having regard to the fact that colliery managers in India were at present required to submit heavy lists of returns, the Committee of the Indian Mining Association informed the Ross Institute of Tropical Hygiene, India Branch, that they did not propose to recommend to members the adoption of the forms at present. It was added that a further reference would be made at a later date after consultation with the tea industry as to the utility of the forms.

(Proceedings of a meeting of the Committee of the Indian Mining Association held at Calcutta on 26-9-1940).

#### Health Conditions in Jharia Coal Mines, 1939-40\*

Jharia Mines Settlement: Vital Statistics.- The area of the Jharia Mining Settlement is 787 sq. miles and the corrected population, 546,638. (It is interesting to note in this connection that the area of the Asansol Mines Board of Health is 413 sq. miles with 1931 Census population of 382,680). The birth rate during 1939-40 decreased by 1.23 as compared with the previous year's figure. The death rate also fell by 1.29. It is satisfactory to note that infant mortality decreased by 16 per one thousand infants born. The rate of increase of population, i.e., the excess of the birth rate over the death rate, was 10.93 in 1939 as against 10.87 in 1938. The Bihar figure for 1938 was 10.9.

Average Daily Labour Force.- The average daily labour force employed in 1939 was 80,303 as against 78,968 in 1938. Of these 50,253 males were underground workers and 19,831 males and 10,219 females above-ground workers; 1,502 males and 1,168 females were quarry workers.

Accidents.- 1,133 accidents were reported in 1939, as against 927 in 1938. Of the 1,133 accidents, 105 were fatal, 803 reported as recovered and 225 minor.

Water Supply.- In the course of the year, only one colliery was connected to the Jharia Water Board mains, bringing the total number of connected collieries to 201, while notices were served by the Board on 10 collieries, requiring them to link up.

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\* Annual Report of the Jharia Mines Board of Health for the year 1939-40. Superintendent, Government Printing, Bihar, Patna, 1940. pp.33.

Housing in Colliery Areas.- The five years' Housing Programme of the Board remained in force during the year. In 1939 there were 29,425 houses with permanent licenses and 895 with temporary licenses, making a total of 30,321 houses. The temporary license covering the 896 houses on 31-12-1939 is to expire on 31-3-1940.

Food Adulteration.- During 1939 proceedings were initiated in 85 cases under the Food and Drug Adulteration Act, and of these 68 resulted in conviction, 1 in acquittal, 7 were dropped, 1 withdrawn and 8 were pending at the end of 1939.

Public Health Propaganda.- During the year, 93 lantern lectures which drew an audience of 28,250, were delivered in the various Maternity and Child Welfare Centres of the Board and in important collieries and villages in the subdivision. As in previous years, all Leprosy Relief work within the Jharia Mining Settlement continued to be managed by the Dhanbad and District Leprosy Relief Fund.

Collieries Survey.- 36 collieries were surveyed during the year, and of these more than half happen to be very large-sized concerns under the management of European firms, with their headquarters in Calcutta. And in about two thirds of the collieries surveyed malaria has been found to be definitely endemic, the degree of endemicity being variable, ranging as it does from moderate endemicity to high endemicity. Even in collieries with spleen rates on the border-line between endemicity and only seasonal incidence, the topographical factors are such that it is only a question of time before the disease becomes definitely endemic. To avoid engendering a sense of false security in the minds of the owners and managers of such collieries, the adoption of suitable preventive measures therein as well is urged in the respective survey reports.

It is recorded that most of the collieries surveyed so far, have taken action on the survey reports submitted to them and have carried out the suggested measures. Some of the small collieries have found it difficult to carry out all the suggested measures, and a few of them have even pleaded inability. Wherever possible, cheaper alternative measures have been suggested.

Industrial Disputes.

Industrial Relations in Sind:

Government appoints Conciliation Officer.

Under the Trade Disputes Act, 1929, the Government of Sind has appointed the Commissioner of Labour, Sind, to be the Conciliation Officer for the Province for the purpose of mediating in, or promoting the settlement of, trade disputes arising in businesses, industries or undertakings carried on in the Province except businesses, industries or undertakings carried on by, or under the authority of, the Central Government or by a Railway Company. Government considers that in most cases an industrial dispute can be amicably settled if a proper effort at mediation is made by an outside authority at the very outset, and that the appointment of a Court of Inquiry or a Board of Conciliation is not generally feasible in the earlier stages of a dispute, but that it is precisely at these stages that conciliation can be most useful. The Conciliation Officer will be responsible not only for the investigation and settlement of disputes but will also be charged with the duty of preventing disputes. The appointment of such an officer should therefore serve a most useful purpose and given good-will and willing co-operation of the parties, it should be possible to adjust or narrow down the dispute before matters take a serious turn.

(Press Note No. P-315 dated 22-10-1940:  
The Sind Government Gazette, Part I, dated  
24-10-1940, page 2610).

General.

Factory Administration in Ajmer-Merwara in 1939\*

Number of Factories and Workers.- During the year under review, the total number of factories within the purview of the Factories Act increased from 48 to 50. Two factories were added to the register during the year. Of the total of 50 registered factories, 36 actually worked during the year, as compared with 35 in the previous year. 13 of the cotton ginning and pressing factories, which continued to work on pool during the past several years, remained closed throughout the year. Of the 36 registered factories which actually worked during the year, 15 were perennial and 21 were seasonal.

The total number of operatives employed in all factories during the year was 13,330 as compared with 13,886 in the ~~the~~ previous year. The decrease of 556 operatives was due to diminished ginning and pressing activities, consequent on the partial failure of cotton crop in and around the province.

999 women workers were employed in factories during the year, as against 1,048 in the previous year. The decrease of 49 women workers was due to the temporary suspension of and reduction in ginning and pressing operations. The number of adolescents employed in factories was 7 in 1939, as compared with 11 in 1938.

There was a decrease in the number of juvenile workers working in factories during the year. 8 boys and 5 girls were employed as compared with 114 boys and 94 girls in 1938.

Inspection.- Of the 36 factories in operation during the year, 6 were inspected once, 16 twice and 14 three times. The total number of inspections which were invariably made by surprise, was, therefore, 80 as compared with 79, during the previous year.

Hours of Work.- During the year, the majority of factories worked well within the maximum hours provided by the Act. The rest interval of one hour prescribed by Section 37(a) of the Factories Act, was observed by 30 factories. Six factories comprising printing presses worked upto 8½ hours daily, allowing half-an-hour rest interval to their operatives under Section 37(b) of the Act. The cotton textile mills worked by double shift during the greater part of the year.

Prosecutions.- There was no prosecution instituted during the year under review.

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\*Annual Report on the working of the Indian Factories Act in Ajmer-Merwara for the year 1939. New Delhi: Printed by the Manager, Government of India Press, 1940. pp.17.

Factory Administration in C.P., 1939.\*

Statistics of Factories and Workers.- According to the annual report on the administration during 1939 of the Factories Act in the Central Provinces and Berar, the total number of factories coming within the period of the Act rose from 1,085 in 1938 to 1,119 during the year under review. The number of factories actually at work was 740, as against 737 in 1938. Of these 337 were perennial and 403 seasonal. The number of workers employed increased from an average daily figure of 61,974 to 64,492 owing to improved industrial activity due to war conditions. Of these, 44,414 were men, 19,372 women, 453 adolescents and 255 children.

Inspections.- The number of factories inspected was 689 (320 perennial and 369 seasonal), as against 729 in 1938. 175 factories were inspected once, 250 twice, 146 thrice and 118 more than thrice. Though the number of factories visited once was much lower than that of the previous years, those visited twice, thrice or more were far more numerous. This indicates a shift in the centre of activity from extensive work in covering larger number of factories to intensive work through repeated visits. The total number of inspections was 1,662 as against 1,562 in 1938. Departmental Inspectors are responsible for 1,122 inspections and district magistrates and additional inspectors for 540.

Prosecutions.- 120 cases were instituted during the year under review against occupiers and managers of 51 factories as against 90 cases in 1938. Of the 120 cases, 52 resulted in conviction with fines ranging from Rs.10 to Rs.100. In 13 cases, the accused were acquitted and in 20 cases managers were left off with warnings. 35 cases were pending in courts on 31-12-1939.

Legislation to Collect Industrial and Labour Statistics:

Views of Bengal Chamber of Commerce.

Reference was made at pages 16-17 of our July 1940 report to the proposals of the Government of India to adopt legislation regarding the collection of industrial and labour statistics. Consulted on the subject, the Bengal Chamber of Commerce, Calcutta, have expressed the opinion that while the industrial interests connected with the Chamber would welcome a measure for the collection, collation and dissemination of industrial and labour statistics on some well-defined centralised system, they deprecated a reference in such general terms which gave no indication of the scope of the proposed measure or the liability of employing interests under it. They pointed out, for instance, that the Circular letter gave no indication (1) of the type of statistical information to be collected; (2) whether the statistics now supplied by employers under the Workmen's Compensation Act, the Factories Act, the Payment of Wages Act, and the like would continue to be called

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\* Annual Report on the Administration of the Factories Act, 1934 (XXV of 1934) in the Central Provinces and Berar for the year ending the 31st December 1939. Nagpur: Governing Printing, C.P. and Berar. 1940. Price Re.1-8-0. pp. 15+26.

for or whether it was Government's intention to constitute a central statistical department to which all returns would be furnished; and (3) whether any attempt was to be made to survey the various returns already compiled statutorily and voluntarily by industry, firstly, in order to avoid duplication and an even greater multiplicity of forms and returns and, secondly, in order to ensure that all sources of the required information were being tapped. In this connection, the Chamber drew attention also to the dangers of the proposed legislation resulting in an increased burden of clerical work being placed on employers with their already depleted staffs and in the enforced disclosure by industrial concerns of statistical information of a confidential nature.

(The Abstract of Proceedings of the Bengal Chamber of Commerce for July-September, 1940).

Factory Administration in U.P., 1939\*.

Number of Factories.- The total number of factories in U.P. subject to the control of the Factories Act at the close of the year 1939 was 626, against 606 in the previous year; 43 factories were added to the register and 23 removed, making a net increase of 20 factories. Of the 626 factories, ~~that worked during the year~~ 418 were ~~perennial and 208 were seasonal~~. The number of factories that worked during the year were 392 perennial and 154 seasonal, making a total of 546. Of the 546 factories that were in commission, annual returns were not received from 2 factories.

Number of Workers.- The average daily number of workers employed in the registered factories was 159,738 against 155,085 in the previous year. Of these 151,455 were adult males, 4,803 adult females, 2,894 adolescents and 586 children.

There was a slight decrease in the number of women workers. The decrease was principally due to the introduction of the Maternity Benefit Act, when employers, rather than accepting their added responsibilities under this Act, chose to dismiss the women workers, and employ men or boys instead.

Inspection.- The number of inspections and visits made during the year was 1,602 against 1,563 in 1938. Out of the working factories, 203 factories were inspected once, 180 twice, 91 thrice, and 72 four times or more. No factory remained uninspected.

Run Prosecutions and Convictions.- Out of the 23 prosecutions shown as pending in the report for 1938, convictions were obtained in 21 cases. In 2 cases re-trial has been ordered, and the judgments are still awaited. Appeals were preferred by 2 factory owners in the cases already shown in the 1938 report. In one case the conviction was upheld, while in the other case the amount of fine was reduced to half.

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\* Annual Report on the working of the Factories Act in the United Provinces for the year 1939. Allahabad: Superintendent, Printing and Stationery, United Provinces, 1940. Price 8 annas. pp.44.

41 prosecutions, 40 by the department and one by the District Magistrate, were instituted against 31 factories for offences committed in 1939. Convictions were obtained in 17 cases, and the rest are pending in the courts or are cases for which judgments have not been received.

The fines ranged from Rs.15 to Rs.100, and amounted to a total of Rs. 905. In three cases the fines were Rs.100 and in seven cases between Rs.100 and Rs.50 and in the remaining 7 cases under Rs.50. The amount of fine inflicted is, in many cases, out of all proportion to the Benefit accrued to the employer by contravening the Act, and also to the expense incurred by the department in instituting the prosecutions.

Hours of Work.- In the non-seasonal category the weekly hours of only one factory was not more than 42, and in 63 factories they were above 42, but not more than 48 hours. The weekly hours of 326 factories were above 48. In the seasonal side the weekly hours of 7 factories were not more than 48, and in 18 factories they were above 48 but not more than 54 hours. The weekly hours of 128 factories were above 54. The majority of the factories, thus, worked to the full limit permitted by the Act.

Economic Conditions.

Industrial Possibilities of Mysore State:  
Government plans Survey along with Census of 1941.

The Government of the Mysore State has decided to utilise the Census operations of 1941 to conduct an industrial survey also. The Government is compiling a list of all the major and minor industrial concerns in the State and heads of public departments have been instructed to collect the requisite data. Information relating to rural industries is also being collected. It is hoped that the industrial survey will result in the collection of valuable data useful to industrialists and businessmen.

(The Times of India, 30-10-1940).

Industrial Resources of U.P.: Commercial Interests  
appoint Committee of Enquiry.

For the purpose of enquiring into the industrial resources of the province, the U.P. Merchants' Chamber and the U.P. Chamber of Commerce have decided to appoint a committee of non-officials, including business magnates like Sir J.P. Srivastava, Lala Padampat Singhanian and Rai Bahadur Rameshwar Prasad Bagla. In the course of a statement on the subject, the presidents of these Chambers ~~also~~ declare that much of the future industrial development of India will depend on wartime developments. The Committee will investigate and report, inter alia, on the industrial resources of large, medium and cottage industries of the province which can be harnessed for the strengthening of India's present industrial war front.

(The Leader, 27-10-1940).

Purchase of Public Utility Concerns:  
Move of Bombay Municipal Corporation.

A resolution requesting the Law, Revenue and General Purposes Committee to consider the advisability of amending the Municipal Act so as to obtain power for the purchase of public utility concerns such as the telephone, gas and electricity companies, was adopted by the Bombay

Corporation on 17-10-1940. Mr. D.V. Pradhan, who moved the resolution, stated that though local bodies in the United States of America had not acquired utility concerns, some bodies in England had, with good results. According to the contract, the tramways in Bombay could be taken over in 1947 or 1961 or 1968 under different conditions. The mover suggested that the Corporation should take over the tramways in 1947. Similarly, in the interest of economy, cheapness and efficiency, telephones, electricity and gas should be taken over.

(The Times of India, 19-10-1940).

Working Class Cost of Living Index Numbers for Various Centres in India during July 1940.

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

Bombay.- The index number (base: year-ending July 1934) of the cost of living for working classes in Bombay in July 1940 rose by two points to 113. 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 July 1940 fell by one point to 79. 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 July 1940 remained unchanged at 76. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: January 1927) of the cost of living in Nagpur in July 1940 fell by one point to 69. The average for 1939 was 63 as against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in July 1940 advanced by two points to 69. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending July 1936) of the cost of living in Madras during July 1940 remained stationary at 107. The average for 1939 was 100.

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

Social Insurance.

Working of the U.P. Maternity Benefits Act during 1939.\*

The U.P. Maternity Benefit Act, 1938, and the Rules made under it came into force on 1-9-1940. Prior to the introduction of this Act a few concerns dispensed with the services of women altogether, in order to avoid payments required by the Act, with the result that the number of women workers in U.P. factories decreased from 5,119 in 1938 to 4,803 in 1939. No definite progress can be said to have been achieved in the 4 months that the Act was in force as the Abstract of the Act and Rules have only recently been printed and its provisions are not generally understood.

Compulsory Sickness Insurance:

Views of the Bengal Chamber of Commerce:

In reply to the enquiry of the Government of India as to the willingness of employers and workers to contribute to a compulsory sickness insurance fund (vide page 19 of our June 1940 report), the Bengal Chamber of Commerce has expressed the view that the majority of its affiliated industrial interests would be prepared to consider a scheme for sickness insurance on an all-India basis, provided the State is a contributor to it as well as employers and workers. It has been explained that while this is the general attitude of the Chamber, the view is strongly held that the present time, with its difficulties for industries, merchants, dealers and business as a whole, is not opportune for the consideration of such a scheme; that the allied question of holidays with pay should be handled simultaneously with any proposed sickness insurance scheme in order

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\* Annual Report on the working of the Factories Act in the United Provinces for the year 1939. Allahabad: Superintendent, Printing and Stationery, U.P., 1940. Price 8 annas. pp.44.

to make it possible for industrial employers adequately to assess the various burdens which pending or proposed social legislation as a whole may seek to impose upon them; and that is of major importance that any legislative measures of this nature should be of all-India application.

(The Abstract of Proceedings of the Bengal Chamber of Commerce for July-September, 1940).

Employment, Unemployment and Vocational Training.

Placing Activities of Appointments Board,  
Calcutta University; Report for 1939-40.

The following information about the 'placing' activities of the Appointments Board, Calcutta University, is taken from the report of the Board for the year ended 31-6-1940 (third year of the working of the Board) submitted by Mr. D.K. Sanyal, Secretary of the Board:

Adverse Effect of War.- As the war started in September 1939, the Board could, in the period under review, work only for three months. The report points out that the 'placing' of graduates and under-graduates in trade, industry and commerce have been considerably hampered owing to the outbreak of war. The industries which supply materials for war purposes received a great impetus, but as they require mainly trained men, the Board did not derive much benefit on account of the expansion of these industries. It is pointed out that this is also the case with the Oxford University Appointments Board, the oldest of its kind in the world, which in 1939 could secure only 77 appointments in business and industry because in England "recruitment of men of University leaving age practically ceased from September onwards".

Statistics of 'Placing'.- At the end of the period under review, the number of business houses co-operating with the Board rose to 184, as compared to 108 at the end of the second year's working and 80 at the end of the first year. Apart from the assistance given by business houses, whose co-operation is mainly responsible for the expansion of the activities of the Board in various directions, some of the departments of the Government of India, both civil and military, have also agreed to utilise the services of the Board. In 1939-40, the Board interviewed 654 candidates and registered 577 names. During this period, the Board was asked to recommend candidates for 110 vacancies. But, due to the outbreak of war, the employers decided later on not to fill up some of the vacancies, with the result that the actual number of candidates to whom the Board could offer employment was only 81.

Lack of Technical Training.- It is observed in the report that the main reason for the absence of Bengalis, particularly in the jute and tea industries and to a great extent in the coal industry, is that "most of the posts available in these industries are those of a practical nature which require two qualifications, the ability to control labour and the experience which comes from having done manual tasks which the labourers themselves are accustomed to perform." Except in coal, no organised attempts have been made to place middle-class young men in the technical side of industries. This is mainly due to the absence of industrial schools which could prepare students qualified for entering industries, such as jute and tea. In regard to the coal industry, although at the initial stage of the development of that industry Bengalis were largely associated both with mining operations and sales organisation, at present they are being steadily displaced from the field".

(The Amrita Bazar Patrika,  
7-10-1940).

Industrial Ventures for Educated Unemployed:  
Activities of Unemployed Educated Young Men's Organisation, Madras.

The Unemployed Educated Young Men's Organisation, Madras, has formulated plans to found a colony styled the Young Men's Colony near Tambaram, Madras, and to run a dairy farm, an agricultural marketing board, a board of industrial and scientific research, a colour printing press and publishing house and a transport service.

In his speech inaugurating the scheme, Mr. S. Satyamurti, M.L.A., Mayor of Madras, expressed the hope that, though the venture was a bold one, he hoped to see at least 250 men employed in the proposed activities. Dealing with the recent decision of the Government of Madras to institute a selection examination at the IV Form stage (Matriculation is VI Form) and to allow only successful candidates for further higher academic education, he condemned it and said that he would rather have educated unemployed rather than uneducated unemployed. What was wanted was not closing down of existing schools and colleges, but the opening of new avenues of employment in the industrial and other fields.

(The Hindu, 10-10-1940).

Migration.

Working Conditions in Ceylon:  
Report of the Controller of Labour, 1939\*.

The Administration Report of the Controller of Labour, Ceylon, for 1939, is, as usual, divided into two parts: the first contains a general review of working conditions in Ceylon and the second deals with conditions of life and work of Indian immigrant labour. The salient features of the report are briefly noticed below:

Labour Legislation in Ceylon: (1) Shops Ordinance, 1938.- This Ordinance came into operation on 1-8-1939, and the Regulations framed under it on 1-10-1939. There is provision in the Ordinance to enable the Minister for Labour, Industry and Commerce to make closing Orders, and a tentative set of such orders was published in the press and representations invited from the public. These were duly considered by the Executive Committee, but no final decision has been made. A few amendments to the main Ordinance were also under consideration.

(2) The Poor Relief Ordinance, 1939.- This Ordinance was proclaimed in the three Municipal Council areas on 1-1-1940. A set of rules has been framed by the Executive Committee of Local Administration and as soon as these are passed the Public Assistance Committees in the three Municipal areas will be appointed.

(3) Maternity Benefits Ordinance, 1939.- received the assent of the Governor on 31-7-1939, but has not yet been brought into operation. This Ordinance exempts from the obligation to pay maternity benefits as provided in it, those employers who are certified to have provided alternative maternity benefits for female labourers resident on estates and who are entitled to special benefits under the Medical Wants Ordinance.

(4) Industrial Disputes (Conciliation) Ordinance.- More than one draft amendment to the Industrial Disputes (Conciliation) Ordinance, 1931, has been considered by the Executive Committee. The Bombay Industrial Disputes Act, 1938, was also examined but some of its provisions are considered unsuitable for Ceylon. In view of the labour troubles that are being experienced, action is being expedited and it is hoped that the Bill will be ready for introduction in the State Council at an early date.

(5) Wages Board Bill.- The preliminary draft of this Bill which was ready at the end of 1938 has had to be considerably modified and a fresh Bill was prepared by the Legal Draftsman. This was ready for consideration by the Executive Committee at the end of the year.

(6) Separation of families on estates.- The draft bill to amend the Estate Labour (Indian) Ordinance (Chapter 112) by providing that when a labourer lawfully quits the service of an employer, the contract of service of the spouse of the labourer shall be determined by the employer at the same time, unless the spouse elects to continue in service and

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\* Administration Report of the Controller of Labour for 1939 (G.C.Gimson, Esq., C.C.S.); October, 1940. Printed at the Ceylon Government Press, Colombo. Price 75 cents. 1940. pp.45.

furnishes an affidavit to support such election, was ready during the early part of the year. As the Executive Committee desired that the privileges proposed to be granted to the spouse should be extended also to the minors of the labourer who were themselves labourers, the draft has been referred back to the Legal Draftsman for the necessary amendment.

(7) Married persons living in Estate Lines.- Consequent on the decision of the Executive Committee of Labour, Industry and Commerce that legislation should be introduced to ensure that adequate accommodation is provided so that married Indian estate labourers should not share rooms with other adults, the Legal Draftsman was requested to prepare suitable legislation and the matter was in his hands at the end of the year.

Ceylon and I.L. Conventions.- An Annual report is furnished to the Secretary of State for the Colonies on the application in Ceylon of the International Labour Conventions ratified by Great Britain. The application of the new conventions ratified by Great Britain, referred to in the report for 1938, was still under consideration at the end of 1939.

Conventions concerning forced or compulsory labour.- In Ceylon there is no law or custom which permits the exaction of forced or compulsory labour. It will therefore be illegal for a person to compel another to work for him. Where force or the threat of force has been used an employer may render himself guilty of the offence of criminal force of assault under the Penal Code. There are, however, a few Ordinances in which tax in the form of labour is imposed by the members of a community on themselves, but such form of labour appears to be excluded from the definition of "forced labour".

Workmen's Compensation Statistics.- The number of accidents reported during the year was 6,158, which included 93 fatal accidents. In the preceding year the total number of accidents reported was 5,548 of which 99 were fatal accidents. During 1939, Rs. 172,178.34 was paid on account of claims in respect of 5,279 cases.

The Report points out that a large number of employers do not yet sufficiently appreciate the desirability of providing promptly to injured workmen competent and adequate medical aid.

Occupational Diseases.- The only case of industrial disease for which an application was made for compensation during the year was from a workman employed by a newspaper company, who stated that he developed lead poisoning. Inquiry into the case was pending at the end of the year.

Insurance against Accidents.- 58 licences to undertake insurance against liability to workmen which may be incurred by employers under the Workmen's Compensation Ordinance were current during the year. One fresh application was received during the year. The necessity of insuring against liability under the Workmen's Compensation Ordinance is coming to be more generally recognised by employers.

Trade Unions.- No Trade Union was registered under the Trade Unions Ordinance during the year under review. The total number of trade unions in Ceylon now so registered is 42. Of these only 34 were functioning at the end of the year, the same number as in the previous year. Out of this number 11 were exclusively of employers and the remaining 23 of employees. The total membership of all the registered trade unions that had furnished annual returns during the year 1939 was

6,068 as against 6,198 in the preceding year. The total membership of the unions of employees only was 5,750 and that of the unions of employers only 318.

Trade Disputes.- The total number of strikes or disputes in trade or industry other than on estates during the year was 5, the same number as in the previous year. No strikes or lock-outs were reported from Government Departments employing large forces of labour. The most important feature of the year is the manifestation of widespread unrest among estate labourers. The imposition by the Government of India of certain restrictions on emigration to Ceylon has resulted in a reluctance on the part of Indian workers even to visit India, and the result is a labour surplus in the estates. The present labour unrest has, therefore, economic as well as social and political aspects.

Safety in Mines and Factories.- According to the reports received from the various Revenue Officers for the year 1939, there were at the beginning of the year 1,618 factories in the Island. During the year 23 factories were registered and 60 were closed down, leaving at the end of the year 1,581 factories as duly licensed. It is remarkable that none of the factories inspected during the year was reported unsafe. 16 accidents were reported in factories during 1939 as against 19 in 1938.

At the beginning of 1939 there were 440 registered mines; 789 new mines were registered during the year and 587 mines were closed down. The total number of mines at the end of the year was 642. 170 mines were inspected and all were found to be safe. 10 serious accidents were reported in which 5 persons were killed and 6 injured. In the previous year 21 persons were reported as killed and 17 injured as a result of accidents in mines. 57 persons were prosecuted during the year for various offences under the Mines and Machinery Protection Ordinance and 43 were convicted.

Unemployment.- The number of unemployed now engaged in relief works is about 1,300 and all these are persons registered in 1931. The sum provided in the Estimates for 1938-39 for unemployment relief was Rs. 255,00. This was found to be inadequate and a supplementary estimate for Rs. 175,000 was obtained in March 1939. The expenditure incurred was Rs. 384,892.57.

Employment Exchange.- Reference was made in the Report for 1938 to the establishment of the Employment Exchange in Colombo, its object, scope and functions. During the year under review propaganda was undertaken to make the services of the Exchange better known to employers, while the unemployed of Colombo already regard the help afforded by the Exchange as their best opportunity of securing work and crowd the Exchange in large numbers when vacancies become known. The total number of unemployed registered during the year was 14,928 (comprising 6,674 skilled, 2,330 semi-skilled, 2,926 unskilled labourers, 1,795 applicants for clerical jobs and 203 professional and technical men.) The total number of persons who have registered at the Exchange since its inception is 31,250 including 1,329 women. The number of persons placed in employment during 1939 is 2,583.

Recruiting of Indigenous Labour.- Reference was made in the Report for 1938 to the establishment of two Agencies and to the measure of assistance rendered by them to the recruitment of indigenous labour. A consideration of the work of the two Agencies showed that attempts to make this system a useful means of recruiting indigenous labour

have not proved as successful as anticipated. The difficulties were twofold; first, the recruit required individual training and attention which the Superintendent in these days of keen economic rivalry could ill afford to give; secondly, the recruits were generally drawn from the rural population who, having had no experience of regular industrial employment, showed great reluctance to leave their own holdings, however, small, to take up permanent employment on estates. Owing to the scant success of this recruitment, the two agencies were closed in October 1939. Experience has shown that an inherent defect in the Agency system is the inability to secure labourers who can, from the outset, work with the same standard of efficiency as the older members of the labour force.

Indian Immigrant Labour.

Indian Migration Statistics.- The number of arrivals in 1939 was 112,599 (83,340 unassisted immigrants and 29,259 assisted estate labourers) as compared with 157,996 Indians (110,786 unassisted immigrants and 47,210 assisted estate labourers) during 1938. The marked decrease is due to the ban imposed by the Government of India on Indian emigration of workers to Ceylon. 137,323 Indians (31,714 estate labourers) left Ceylon for India in the year under review. The number of Indians repatriated from Ceylon in 1939 was 2,975.

The mean population of Indian labourers on estates in 1939 was 679,000 as against 677,000 in the previous year. At the beginning of 1939 the population was 682,299 (comprising 212,625 men, 204,457 women and 265,217 children). By the middle of the year it fell to 677,356 (210,138 men, 203,745 women and 263,473 children) from which figure it rose at the end of the year to 678,611 (209,604 men, 202,755 women and 266,252 children). The year 1939 therefore recorded a fall of 3,688 in the Indian labour population on estates.

Wages.- At the beginning of 1939 the minimum wages applicable for a day of nine hours, including time not exceeding one hour for midday meal, was as follows:-

	<u>Men</u>	<u>Women</u>	<u>Children</u>
	A.P.	A.P.	A.P.
Up-country	7 10	6 3	4 8
Mid-country	6 11	5 7	4 0
Low-country	6 7	5 3	3 10

By Notification No. 233 published in the Government Gazette No. 8,457 of May 12, 1939, the Mid and Low-country rates were increased with effect from June 12, as follows:-

	<u>Men</u>	<u>Women</u>	<u>Children</u>
	A.P.	A.P.	A.P.
Mid-country	7 6	5 11	4 6
Low-country	7 2	5 9	4 4

The up-country rates however remained unaltered.

Although minimum wages are prescribed by the law there is no limit to the maximum which a labourer may legitimately earn on an estate. There

are facilities on almost all the estates for an industrious and a willing worker to earn considerably more than the minimum wage. Labourers have also opportunities to supplement their monthly wages by cattle breeding, poultry farming, vegetable gardening, and even by paddy cultivation.

Indo-Ceylon Problems:

Ceylon Government and Ceylon Indian Congress Delegations'  
discussions with Government of India.

The Government of Ceylon has sent an official delegation consisting of Mr. D.S. Senanayake, Minister for Agriculture, Mr. S.W.R.D. Bhandaranaike, and Mr. G.C.S. Corea, Minister for Industries, Commerce and Labour, to represent its views at the exploratory Conference between the Government of India and Ceylon scheduled to take place at New Delhi in the first half of November 1940 (vide page 41a - August 1940 report). The Government of India's Delegation to the Conference consists of Sir Girja Shankar Bajpai, Member in charge of the Department of Education, Health and Lands, Sir A. Ramaswami Mudaliar, Member in charge of the Department of Commerce and Labour, Sir Alan Lloyd, Secretary, Department of Education, Health and Lands, Mr. T.G. Rutherford, I.C.S., Adviser to Governor of Madras, and Mr. A. Vittal Pai, I.C.S., late Agent of the Government of India in Ceylon are Advisers, and Mr. S. Dutt, I.C.S., Deputy Secretary, Department of Education, Health and Lands, Secretary.

In this connection, the Ceylon Indian Congress has also sent a Delegation to represent to the Government of India, the viewpoint of the Indians in Ceylon. The delegation, consisting of seven members, is led by Mr. Peri Sundaram, ex-Minister for Industries, Commerce and Labour, Ceylon.

Indo-Ceylon Problems.- Indian emigration to Ceylon has been of very great antiquity, and it is only very recently that differences have arisen between the emigrant Indians and the Ceylonese, thus creating a set of Indo-Ceylon problems. These constitute the principal matters of common concern to India, and they may be enumerated as falling under the following main headings:-

- (a) Franchise and questions of political rights of Indians in Ceylon.
- (b) Labour conditions in Ceylon.
- (c) The status of Indians in Ceylon and freedom to engage in legitimate occupations and employment.
- (d) Questions connected with the hitherto unrestricted rights of immigration.

- (e) The recent ban imposed by the Government of India on emigration to Ceylon of unskilled labour.
- (f) Indo-Ceylon trade relations and possibilities of expansion of trade between the two countries.
- (g) The angle of view in Ceylon which is brought to bear on questions affecting Indians in Ceylon and Indo-Ceylon matters.

(The major developments of labour interest connected with these problems have been noticed from time to time under the Section: "Migration" of the previous monthly reports of this Office; information on Indian labour in Ceylon for the years 1936, 1937 and 1938 taken mainly from the administration reports of the Controller of Labour, Ceylon, and the annual reports of the Agent of the Government of India in Ceylon is presented in summarised form under the heading: "Indian Labour in Ceylon", at pages 57-63 of the July 1940 issue of the International Labour Review. The report for 1939 of the Controller of Labour, Ceylon is reviewed earlier in this Section).

Government of India's Ban on emigration of Unskilled Labour.- The principal development of 1939 was the imposition by the Government of India of a ban as from 1-8-1939 on the emigration of unskilled Indian labour to Ceylon. The step was due to the measures taken by the Government of Ceylon to restrict the immigration of Indians into Ceylon, including the decision to terminate from 1st August 1939 the employment of a large number of Indians already engaged in unskilled work in the various Government Departments (vide pages 54-55 of the report of this Office for July 1939). The Ceylon Government is now desirous that the prohibition ~~is~~ should be lifted, and that estate labour should be allowed freedom of immigration, while restrictions should be placed on other classes of immigrants. The Indian view-point, on the other hand, is that it is emigration for estate labour which requires regulation, and that any scheme of control of immigration into Ceylon should secure that immigrants are as heretofore composed of members of varied strata in society so that the Indian population in Ceylon may be able to maintain an adequate level of social and economic standard. (The Indian population in Ceylon at the end of 1938 consisted of 682,570 people attached to estates, and 200,000 non-estate people).

Equality of Status and Rights.- Another important demand of Ceylon Indians is that they should be accorded political franchise on a rational practical basis, as such franchise is an essential safeguard for the honour, status and rights of a people. On this point, the Memorandum on Indo-Ceylon problems prepared by the Ceylon Indian Congress Delegation says: "In considering the status and rights of Indians in Ceylon, it is necessary for the propose of clarifying the issues to make a distinction between the Indians already resident in Ceylon and those who may hereafter migrate. As far as the Indians who are already in Ceylon are concerned, it is necessary that their right and liberty to carry on any trade and engage in any occupation should be fully recognised. Although there is yet no international convention on the subject, the trend of world public opinion and the views of the International Organisations clearly indicate that even foreigners authorised to enter and reside in a country, should be entitled to employment on the same conditions as nationals except where admission to the territory of a residence was subject to precise stipulation to the contrary. ~~This~~ This right is based on grounds of equity which nationalism cannot ignore. Even if it should be necessary to place any limitations on such rights, it should naturally be after mutual consultation and by agreement

between the countries concerned..... The retirement ~~policy~~ policy of the Government of Ceylon under which a number of daily-paid workers under Government with varying periods of service were compulsorily retired, was a flagrant case of setting at naught acquired rights and ■ was illustrative at once of a number of difficulties that Indians in Ceylon have had recently to face".

The Exploratory Conference of the Delegations of the Government of India and Government of Ceylon began on 4-11-1940; The Conference is continuing.

The Ceylon Indian Delegation is also having discussions with the Government of India.

(A copy of the Memorandum on Indo-Ceylon relations prepared by the Ceylon Indian Congress Delegation in connection with the Exploratory Conference was forwarded to Montreal with this Office's minute D.1/907/40 dated 13th November 1940; the Memorandum deals fully with the various questions under discussion).

Agriculture.

The Punjab Relief of Indebtedness (Amendment) Act, 1940.

Reference was made at pages 23 to 24 of our April 1940 report to the salient features of the Punjab Relief of Indebtedness (Amendment) Bill, 1939. The Bill as passed by the Punjab Legislature received the assent of the Governor General on 27-9-1940; the text of the Act is published at pages 295 to 299 of the Government Gazette (Extraordinary), Punjab, dated 5-10-1940.

Professional Workers, Salaried Employees and Public Servants.

Quarantine Leave for Inferior Government Servants:

U.P. Government's Decision.

The Governor of the United Provinces has decided that inferior Government servants whose pay is met from contingencies and who hitherto were not entitled to leave with allowances, except hospital leave, will in future be allowed quarantine leave to the extent admissible to other Government servants. Such leave will be allowed only on the certificate of an officer of the Medical or Public Health Department in regard to the presence of an infectious disease in the family of the Government servant concerned. The duration of leave will be restricted to the period mentioned in the certificate, and if absence exceeds 30 days no pay will be allowed for the period in excess of 30 days.

(The Hindustan Times, 23-10-1940).

Recruitment to State-managed Railways:

Setting up of Railway Service Commission recommended in D'Souza Report.

Mr. Frank D'Souza (till recently Member in Charge of Establishments, Railway Board,) who had been placed on special duty by the Government of India to review the working of the rules and orders relating to the representation of minority communities (Muslims, Sikhs, Christians, etc.) in the Services of the four State-managed Railways (the E.B. Railway, the E.I. Railway, the G.I.P. Railway and the N.W. Railway), and review the results already achieved with regard both to gazetted and non-gazetted ranks, has recently submitted his report. The more important recommendations made are the institution of an independent organisation for the recruitment of subordinate staff on State Railways and comprehensive changes regarding recruitment to intermediate grades. The main points of the report are briefly noticed below:

Present System of Recruitment: Railway Selection Boards.- There are over 350,000 non-gazetted employees on the four State-managed Railways, and although the more specific regulations apply to subordinate staff which number approximately 70,000, inferior servants come to a limited extent within the purview of the rules. Something like 1,300 permanent and 3,100 temporary subordinates were recruited each year during the four years ending March 31, 1939.

At present selection boards constituted in districts, divisions and at the headquarters of each of the four State-managed railways recommended candidates for appointment. The number of centres at which employees are recruited is 23 on the E.B. Railway, 22 on the E.I. Railway, 21 on the G.I.P. Railway and 12 on the N.W. Railway. Some idea of the volume of work involved can be had from the fact that during 1939 the number of applications received was 64,500. To deal with these applications 448 selection boards were constituted. The report says that the labour involved in the process of 'weeding out' was 'fairly formidable', and that, in practice, it has not been possible to give adequate consideration to each application.

Minorities Interests Guarded.- The report makes a thorough review of the extent to which each of the four State-managed railways has been able to work to the percentage reservation laid down for each minority community and draws attention to certain errors of procedure in matters of detail on particular railways. On the whole, the report finds that the interests of minority communities have been safeguarded in the matter of recruitment in the manner, and to the extent, laid down by Government. It is also pointed out that while on the whole minority communities have received more than the minimum laid down, in certain cases individual Railways have fallen short of their particular quota. In no case, however, has this falling short been serious.

Direct Recruitment by Services Commission recommended.- From the point of view of efficiency, however, the report recommends the setting up of a centrally constituted authority, to be called the 'Railway Services Commission', as it will inspire a greater degree of confidence among the applicants. In support of this view, the report says: The great majority of officers having experience of selection boards was entirely in favour of seeing 'the existing procedure discontinued'. Generally speaking, exercise of patronage and efficiency do not go well together.

The scheme suggested by the report also contains provision for the holding of a competitive examination and the drawing up of a list of successful candidates 'in the strict order of merit'.

The proposed Services Commission, it is estimated, will have to deal with over 50,000 applications annually for at least 1,300 permanent vacancies to be filled each year. The Commission, it is recommended, should be presided over by a Chairman with the rank of a Head of a Department and should have two or more members.

Disciplinary Powers.- The proposed Commission should also be utilized as an advisory body in connection with cases in which severe disciplinary action has been taken or is contemplated against senior subordinates. It is urged that the possibility of cases having to be referred to the Commission for their views will have a salutary influence on those officers whose ideas of discipline appears to be based on totalitarian principles.

Government of India's Decision delayed.- The Government of India have not come to any decision on the Report and are not likely to do so until public opinion on the recommendations has expressed itself in the press and in the Central Assembly.

(The Hindu, 23-10-1940 and  
the Leader, 27-10-1940).

Co-operation.

Reorganisation of Co-operative Movement in Madras:  
Report of Special Committee, 1939-40.\*

The report (submitted in April 1940) of the Committee on Co-operation with Sir T. Vijayaraghava Achariyar as Chairman, appointed by the Government of Madras on 10-2-1939, is summarised below. (The Committee consisted of 21 members; four of these have appended Notes of Dissent, and individual Notes have been added by five members):

Terms of Reference.- The following were the more important among the terms of reference:

- (1) to examine whether any change in the present structure of the financing system is necessary, with particular reference to proposals such as the formation of multi-purpose societies and of taluk banking unions and direct financing by the provincial bank and, if so, to make recommendations;
- (2) to recommend the steps by which credit can be made available to agriculturists through societies and land mortgage banks more quickly and also more cheaply;
- (3) to examine and recommend for what purposes and periods central banks and societies should lend to agriculturists and how the long-term needs of the ryots in areas not served by land mortgage banks are to be met;
- (4) to suggest ways for the disposal of lands purchased by central banks and societies and for the recovery of overdues in societies and to make recommendations;
- (5) to suggest ways and means to co-ordinate the activities of the Agriculture, Industries and Co-operative Departments; and
- (6) to suggest measures to encourage and stimulate thrift and savings among small agriculturists and artisans and the arrangements and facilities necessary to enable them to deposit their savings.

Co-operative Movement: Retrospect.- The Co-operative Movement in India is of recent origin, being only about 35 years old. The report submitted in 1901 by a Committee with Sir Edward Law as Chairman and the recommendations of the Indian Famine Commission (1901) in favour of starting mutual credit associations, led to the passing by the Government of India of the Co-operative Credit Societies Act, 1904. The Act was amended in 1912.

In Madras, the first society was registered in 1904, in 1908, the Presidency had 13,759 societies, with a total membership of 1,041,355,

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\* Report of the Committee on Co-operation in Madras, 1939-40. Madras: Printed by the Superintendent, Government Press. 1940. Price Rs.2-12-0. pp. 523.

panacea for all economic ills. Below are indicated the main trends of the 340 odd recommendations made by the Committee covering the following subjects: rural indebtedness, land mortgage banks, agricultural credit, urban co-operative credit societies, employees' and scheduled classes' societies, co-operative marketing, weavers' and workmen's societies, cottage industries, rural reconstruction, thrift and savings, and supervision, education and training:

Rural Indebtedness: Long-term Credit.- The depression has forcibly brought into relief the handicaps to which agriculture is subject and the deficit nature of agricultural economy. The Government have already taken legislative and executive action to relieve agricultural indebtedness, but these measures have been empirical and the Government should proceed from the empirical to the systematic stage of relief or rural indebtedness. No organisation is so well suited for the provision of financial assistance for the redemption of prior indebtedness as land mortgage banks. Land mortgage banking has become an integral part of agricultural credit. It is sound & but lacks speed. The Government should remedy this state of affairs, and the Committee is optimistic that, if its recommendations in this respect are acted upon, the agriculturist will be assured of facilities for longterm credit.

Current Credit.- The report points out that the agriculturists need current capital also to carry on agricultural operations. The village credit societies now find themselves in a stage of stagnation and have ceased to be effective suppliers of current capital to the agriculturists. Therefore, these have to be improved. The Committee's recommendations under this head fall under two broad divisions. The first set of recommendations relates to remedial action to resuscitate such of them as still show some hope of revival with the necessary treatment and nursing. The second set deals with the future line of organisation and development of co-operative credit institutions. The Committee's suggestions for speeding up the sanction and disbursement of short term capital when implemented will make these societies more effective and more prompt suppliers of rural credit. It is made clear that some of the recommendations, for instance, the replacement of unlimited liability by limited liability and the extension of the area of operations of societies, are opposed to orthodox co-operative principles and practice.

Central Banks.- The Committee finds that, on the whole, the co-operative central banks in Madras have done well; the time, however, has come for the elimination of individuals from central banks, so as to make them pure-type banking unions composed of affiliated societies alone. To enforce their obligations, the central banks should be empowered to step in when panchayats of societies fail to recover loans and to discharge their obligations.

Co-operation among Artisans, Industrial Workers, etc.- The Committee recommends that co-operation among scheduled classes, artisans and other urban classes, employees and industrial workers needs strengthening and improvement, and several recommendations are made in this respect.

Industrial Workers.- The recommendations regarding industrial labour are:

Government should make it obligatory on the part of employers of industrial labour to start and run co-operative societies for

their workers.

The workers should be paid their wages weekly instead of monthly.

Provision should be made in the rules for the constitution in big employees' societies of smaller bodies of representatives or delegates in place of the present general body of members, in order to ensure a fuller consideration of subjects and of proper representation of all sections of opinion.

Handloom Industry and Weavers' Societies.- The annual subsidy now granted to these societies should be increased, and should be extended for another five years.

Measures should be formulated (by legislation if necessary) for the adjustment of the spheres of production of the powerloom and the handloom or to restrict the production of mill-cloth by fixing quota or otherwise.

Adequate cess should be levied on the sale of mill-cloth, Indian and foreign, at a rate sufficient to counteract the effect of competition.

Licence-fee on mill-cloth dealers should be increased. Differential freight rates for transport by railway of mill and hand-made products should be introduced, so as to give the handloom product an advantage.

Co-operative Marketing.- Investigations show that there are many leakages in the pockets of the ryot. One such is the disparity between the price he gets for his produce and that which the consumer pays for it. Suggestions are made for the organisation and improvement of co-operative marketing so as to ensure a reasonable return for the ryot. If maximum efficiency is to be ensured, both marketing organisations and marketing finance should go together and the Marketing Staff should work under the Registrar.

Spare-Time Employment.- It is necessary that provision should be made for the spare time employment of agriculturists. The need for home or cottage industries is felt, but a technical investigation is necessary. Of all the cottage industries, weaving presents the most complicated problems of organisation, technique, marketing, sale, protection, etc. The recommendations in this respect taken as a whole go a long way towards the solution of these problems.

Co-ordination of Betterment Effort.- The scope of co-operative effort in schemes of rural betterment has, in recent years, received proper emphasis, and opinion has been more or less unanimous that co-operative organisations have not been utilized to the fullest extent by the departments of Government which are charged with rural uplift. Several recommendations are made to promote co-ordination of effort between all the development departments of Government.

Reorganisation and Expansion.- The work of reorganisation and expansion of the movement will require the maximum energies of the official and non-official staff employed in it, and a number of suggestions are made for strengthening the official staff and for improving the conditions of service of non-official employees.

Co-operative Education.- The importance of co-operative education among all ranks of paid and honorary workers in the movement is stressed and to ensure efficiency in service, the paid staff in the movement should be adequately trained for their jobs and the members and honorary office-bearers of societies should be taught the theory and practice of co-operation. This should be a normal feature, and not a periodical activity.

Legislative Action.- Several of the recommendations require legislative action. Among other things, provision is made for speeding up the process of liquidation and for the better administration of the provisions relating to supersession of committees of societies.

The Burma Weavers' Loans Act, 1940 (Act XXII of 1940).

Reference was made at page 43 of our August 1940 report to the Burma Weavers' Loans Bill, 1940, which the Burma Ministry proposed adopting with a view to regulate the grant of loans to handloom weavers. The Bill as passed by the Legislature received the assent of the Governor on 18-10-1940; the Act is published at pages 153 to 154 of Part III of the Burma Gazette dated 28-10-1940.

Living Conditions.

Industrial Housing Scheme, Bombay, 1939-40\*.

Number of Rooms Occupied and Rates of Rent.- According to the annual report on the administration of the Industrial Housing Scheme, Bombay, for the year ending 31-3-1940, out of 16,559 rooms and shops in the 207 chawls located in four different centres, 3,924 rooms and shops were occupied at the close of the year 1939-40, showing an increase of 1,069 rooms and shops in the number occupied at the close of the year 1938-39. The scale of rents for single-roomed tenements at the four centres remained the same throughout the year, i.e., at DeLisle Road Rs.8, at Naigaum Rs.7, at Sewri Rs.7 and at Worli Rs.5. Rupee 1 extra is charged for corner rooms at all centres and Rs. 2 extra are charged in those cases in which a tenant having a double-room tenement arranges to have a water tap in his room.

The number of shops occupied at various centres was as follows:-  
Naigaum 56, De Lisle Road 18, Worli 158, Sewri 25.

The position regarding the occupation of shops at Naigaum has shown some improvement, while at Worli there is a considerable increase entirely due to an increase in occupancies at that centre.

Rent Collections.- The total collection on account of rent of chawls amounted to Rs. 811,415. The rent collected amounted to 97.4 per cent. of the demand as against 99 per cent. of the last year. During the year under report, 1,105 tenants absconded leaving Rs. 15,116 of rent unpaid, as compared with 690 absconders involving Rs.6,564 in 1938-39. The total amount written off was Rs. 4,377. The total arrears on 31-3-1940 were Rs. 44,003 as compared with Rs. 27,719 in the previous year. The increase in the number of absconders is due to the closure of two textile mills and the stopping of night shifts in some mills, thus throwing out of employment the mill operative occupying the Development Department Chawls.

Chawl Population.- The total population of the Development Department chawls was 69,620 approximately, while deaths recorded were 1,515, giving a death rate of 21.7 per thousand. During the ~~year~~ previous year the death rate was 19 per thousand.

Amenities Provided.- There are a number of amenities provided for the residents of the chawls. Certain charitable institutions, such as the Bombay Presidency Infant Welfare Society and the Bombay Health Week Association, continue to provide medical relief to the tenants through maternity homes and crèches, and institutions such as the Naigaum Social Service Society and the Young Men's Christian Association continue carrying on social welfare activities for the benefit of the tenants' children. Municipal schools are located in all the chawl centres and the Municipality is conducting a free dispensary at Worli.

During the year under report, special accommodation in the Development Department Chawls at De Lisle Road has been allowed to the

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\* Annual Report on the Administration of the Industrial Housing Scheme, 1939-40. Bombay: Printed at the Government Central Press. 1940.  
Price Anna 1 or 1d. pp.11.

Bombay Presidency Women's Council for the special benefit of the women of the chawls. This institution is running a sewing class, which is popular and well attended by the more enlightened women folk of the locality. Similarly the organisers of the Society for the Protection of Children in Western India have been given accommodation in the chawls at Worli to look after the interests and welfare of the destitute children in the city. Another new institution doing useful work for the poor tenants of the Department Chawls is the Legal Aid Society. This institution provides free legal assistance to the poorer tenants of the chawls when they are in need of it.

Public radios have been provided at all the chawl centres for the benefit of the residents, which facility is appreciated as very useful to the tenants.

The Bombay & Electric Supply and Tramways Company Limited continues the special facilities of concession rates in bus fare for buses plying between the Worli Development Department Chawls and the different Railway stations for the benefit of the residents of the chawls.

Organisation, Congresses, etc.

Employers' Organisations.

42nd Session of Indian Railway Conference Association, Delhi,  
26 to 29-10-1940.

The 42nd session of the Indian Railway Conference Association was held at Delhi from 26 to 29-10-1940, Mr. C.A. Muirhead, Agent, South Indian Railway, presiding. In his presidential address, Mr. Muirhead, after preliminary remarks regarding changes in the railway personnel during the year, referred to the part railways in India will have to play in the successful prosecution of the war.

Indian Railways and the War.- Mr. ~~Muirhead~~ Muirhead pointed out that, unlike in the war of 1914-18, the Indian Railways today are in a position to meet in full the demands made on them by war conditions. Thanks to the period of prosperity that followed the Great War, large sums have been spent on new constructions opening out alternative routes, on remodelling schemes and extension of marshalling yards, on modernising ~~in~~ workshops, on strengthening of tracks, on improvement of working methods, on more powerful locomotives, etc.

There are, however, various other factors which will necessitate the provision of additional freight handling equipment. Not the least important of them is the industrial expansion of the country, which will be given a great impetus during the war. The effect of this rapid industrialization on the movement of traffic must be very great. To this will have to be added the normal development of traffic and also the traffic which might at any moment be thrown on the railways by the interruption of coastal shipping. All these will necessarily impose a very heavy strain on the transport capacity of all the railways. He therefore cautioned against too parsimonious a policy in the matter of capital expenditure.

Staff Depletion.- Depletion of staff, particularly of the supervising staff, consequent on the release of railway personnel for military service, is another handicap which railways have to face during this period. Most of the railways have already released several of their officers for military and other duties. There is also bound to be a certain demand for skilled employees for other services, and within certain limits it may be necessary for the railways to release these men, perhaps in addition to those whose services are utilized in the railway workshops for military purposes. There is, however, at the moment, no fear of the railways being deprived of their skilled personnel - at any rate to such an extent as would affect the efficiency of the railways - for steps have already been taken by the responsible authorities to keep up a steady stream of skilled and semi-skilled staff by the establishment or expansion of technical training facilities at various centres.

Road-Rail Competition.- The provisions of the Motor Vehicles Act of 1939 and the rules framed under it were expected to give the railways considerable relief from unrestricted road competition. The results, however, have been rather disappointing. In actual working, there was a lack of uniform interpretation and application of the rules. A correct appreciation of the functions of transport authorities, as envisaged by the Act, was absent. The transport authorities have lately begun to realize the gravity of the situation. Many of the authorities have arranged for an intense check of over-loading and other irregularities. Although there has not been any marked decrease in the number of road motor services, consequent on the control established by the new legislation, the transport authorities have been careful not to increase the number of bus services on the competitive routes. In regard to lorry competition, however, there has been a considerable expansion in their operation on long distance routes.

Sir Andrew Clow's Address.- The Hon. Sir Andrew Clow, Communications Member, Government of India, addressed the Conference, and dealt with the effect of the war on railways. Referring to Mr. d'Souza's report on the representation of minority communities in the railway services (summarised elsewhere in this report), Sir Andrew commended it as a valuable mine of information on the subject, but asked whether Mr. d'Souza's proposals for appointments to the intermediate grades were in consonance with the principle that communal considerations should not affect promotion. "I am quite clear in my own mind" he declared, "and I feel sure that this conference will agree with me, that the grant of promotion on the basis neither of experience nor efficiency but of community would be a disastrous step".

Mr. A. Duncan, Agent and General Manager, Bengal Nagpur Railway was elected President for 1941.

(The Statesman, 27 and 30-10-1940).

Social Conditions.

Conditions of Life and Work of India's 20 million aborigines.

The following information about the conditions of life and work of India's aboriginal hill-tribes is taken from an article on the subject published in the Hitavada, Nagpur, on 4-10-1940, by Mr. A.V. Thakkar, Member, Servants of India Society, and Chairman of a Committee recently appointed by the Government of Orissa to inquire into the conditions of the aborigines of the province:-

The total number of aborigines in India, including the States, is about 20 millions (Bombay Presidency - 2.8 millions; Central Provinces - 4 millions; Bihar - 3.5 millions; Orissa - 1.8 millions; Assam - 1.7 millions; Central India States - 1.3 millions; Rajputana - 800,000; Western India States - 500,000). A large proportion of the aborigines live in the forests in hill areas, and are ignorant of even elementary agricultural operations, like ploughing. Before this large group can be made to take their due place in the economy of production, they have to be educated up to certain minimum standards, but apart from the work of missionaries and the Servants of India Society, at present very little ameliorative action is being taken. Unlike the Government of the United States, which finances an extensive establishment for work among the Red Indians, the Government of India is doing very little for the aborigines. In the provinces, since the advent of the Congress Ministries particularly, more interest is being evinced. The Government of Madras has recently abolished forced labour amongst the hill-tribes of the Madgole Agency in Vizagapatam District (vide pages 11-12 of March 1939 report of this Office); the Government of Bombay also has been interesting itself in the aborigines of the province; the Bihar Government, just before the resignation of the Congress Ministry, had appointed a special officer to look into this question; the Orissa and C.P. Governments have appointed inquiry committees and special officers respectively, to investigate conditions and take ameliorative action.

(The Hitavada, 4-10-1940).

Education.

The Burma Primary Education Act, 1940.

Attention is directed to pages 150 to 152 of Part III of the Burma Gazette dated 5-10-1940 where is published the Burma Primary Education Act, 1940, which received the assent of the Governor on 27-9-1940. The Act is intended to provide facilities for the ~~int~~ introduction of free compulsory primary education.

Plan of introduction.- Under the Act, the Governor may direct a local authority to submit within the time specified by him, a scheme to provide compulsory primary education in the whole or any part of the area subject to its jurisdiction in the case of children of either sex or both sexes.

Finances.- When the scheme is approved and put into execution, the Government shall bear not less than a quarter of the additional recurring and non-recurring annual cost that has to be incurred in carrying out ~~the scheme if the local authority is a Municipal or Town Committee or the Municipal Corporation of the City of Rangoon, not less than one-third of the said cost if the local authority is a District Council, and the whole of the said cost if the local authority is a Deputy Commissioner.~~

Definition of Child.- Child is defined as a boy or girl, who has completed not less than six years and not more than eleven years of age, at the beginning of the school year in the area concerned.

Penalty for Improper Employment.- Any person other than the guardian who, during the prescribed hours of attendance at school, utilizes on his own behalf or on behalf of any other person, in connection with any employment, whether for remuneration or otherwise, the services of any child whose guardian is required under this Act to cause him to attend an approved school shall, on conviction before a magistrate, be liable to a fine not exceeding twenty-five rupees.

(The Burma Gazette, Part III,  
dated 5-10-1940, pages 150 to 152).

Social Policy in War Time.

Wages.

Payment of Dearness Allowance to Low-Paid Government Servants;  
Question under consideration of Government of India.

The Government of India is considering, in consultation with the Bombay Government, the adoption of a scheme of relief for low-paid Government servants who have been hard hit as a result of the rise in the cost of living due to the war. The scheme will come into operation in the event of a further material rise in the cost of living. The Government of India, it is learnt, has asked the Bombay Government to submit for its consideration a detailed scheme with suggestions for the rate of increase in the pay of the low-paid servants. It is expected that the Government of India will consult other Provincial Governments in this regard.

(The Hindustan Times. 17-10-1940).

Dearness Allowance for Low-paid Central  
Government Employees in Bengal and the Punjab.

The Governor-General in Council has had under consideration the question of affording relief to low-paid Government servants in the event of a substantial rise in the cost of living in the circumstances created by the war, and has decided to apply to Central Government servants employed in Bengal and the Punjab, excepting railway employees whose special case is under separate enquiry, the provisions of the scheme now in force in the two provinces for the benefit of their respective employees.

(Notification No.F.-44(4) R.II/40  
dated 17-10-1940; The Gazette of India,  
Part I, dated 19-10-1940, page 1479).

Dearness Allowance for Low-Paid Government Servants:

Assam Government's Decision.

The Government of Assam has decided to institute a dearness allowance based on the price of common rice payable to all Government servants under the rule-making control of the Government and drawing pay up to Rs.30 per mensem. The allowance will be at the rate of one anna in the rupee of pay when the average price of rice for the province (excluding Manipur) rises from the pre-war average of 11 seers to 8 seers to the rupee, and a second anna when it goes to 6 seers, provided the price remains at or higher than that level for three months. When the allowance admissible under this resolution has once become payable, the position will be reviewed monthly, and the allowance will continue so long only as the average price during the preceding three months is 8 seers or 6 seers as the case may be.

(Notification No. 5652-F(a), dated  
5-10-1940; The Assam Gazette, Part II,  
dated 9-10-1940, pages 1434 to 1435).

Dearness Allowance for Government Servants with Pay of Rs.30 per month  
and ~~AND~~ under: Bihar Government's decision.

The Government of Bihar has decided that a cost of living allowance will be paid to all Government servants receiving emoluments of Rs.30 per month or less. The allowance will be admissible at the rate of Re.1 a month if common rice sells dearer than seven seers to the rupee, but not dearer than six seers, Re.1-8 a month when common rice sells not dearer than five seers to the rupee but dearer than six seers, and Rs.2 per month if common rice sells dearer than five seers to the rupee. The allowance will be paid to all whole-time Government servants, but not to village chaukidars or other part-time Government servants.

(The Hindustan Times, 27-10-1940).

Payment of Dearness Allowance by Tata Iron and Steel Company.

On account of the recent war-time increase in the price of essential commodities, the Tata Iron and Steel Co., Jamshedpur, has approved of the grant from 1-8-1940 of a war allowance to the Company's employees at Jamshedpur.

The following are the conditions under which the allowance will be paid: (i) The allowance will be purely temporary for the duration of the war. (ii) The allowance will be paid at a flat rate of Rs.2-8 per month or its equivalent in daily wages from 1-8-1940 to all employees of the Company working at Jamshedpur on wages or salaries, inclusive of bonuses and allowances, not exceeding Rs.75 per month. The allowance will be paid pro rata for the number of days of actual attendance during a month plus the days on leave with pay duly sanctioned. (iii) If, for three consecutive months, the cost of living index for Jamshedpur published by the Bihar Government falls below 118, the allowance will be discontinued. (iv) The allowance will be liable to revision, if, as a result of the recommendations of Government on the Bihar Labour Enquiry Committee's report, or for any other reason, the basic scale of wages is revised.

(The Tisco Review, October 1940 issue).

War Production.

The Empire Eastern Group Conference:  
Discussion of War Supply Problems.

The Empire Eastern Group Conference (vide page 53 of our September 1940 report) on war supply problem met at New Delhi on 25-10-1940. Delegates and advisers from the following countries were present: Australia, New Zealand, South Africa, Southern Rhodesia, Burma, Ceylon, East Africa, Palestine, Malaya, Hongkong and India; the members of the

Roger Mission also participated.

Viceroy's Opening Address.- In his opening address, Lord Linlithgow, the Viceroy, pointed out that the idea underlying the Conference arose from the Imperial Conference of 1937. Nevertheless, it implies that those parts of the Empire which lie east and south of Suez are about to investigate the assumption of new responsibilities, which will lighten the burdens on the Mother Country.

Pooling of Industrial Resources.- He said: "We can do this best by preparing a joint scheme showing clearly how far, viewed not as individual Governments and countries, but as a group, we are capable of meeting war needs. All or almost all the countries represented here are producers of raw materials; some are fortunate in possessing more or less highly organized industries; and some are able to manufacture munitions of war on a fairly large scale. It will be for the delegations to declare the strengths and weaknesses of their respective countries, and for the Conference as a whole to say how far the deficiencies of one country can be made good by the actual or potential surplus of another. It is possible that in respect of certain items of supply no planning may be needed; but there will, I believe, be room for planning and 'rationalization' over a very wide field. You may find that it is convenient that one or more countries within the group should concentrate upon particular items, and that some general allocation of industrial responsibility will be inevitable. Again, you may find that all the countries in the group are short of certain essentials, and the means of securing these will have to be planned".

Need for Standing Committee.- "The Conference will enunciate certain principles and clear policies, but there will inevitably be a great mass of detail to be settled after the Conference disperses. One of the subjects of the Conference is therefore to consider the establishment of a Standing Committee to see that the Conference policy is acted upon with promptitude and energy".

The Conference has appointed two main Committees, one dealing with heavy and the other with light industries; these Committees have further been split into nearly a dozen sub-committees to study different aspects of war supply problems.

A series of informal discussions between the Commerce Department of the Government of India and some members of the Conference have also been started.

As at first planned, the Conference was to have a six-week session, but it is now understood that its duration will be considerably shortened.

(The Statesman, 25 to 30-10-1940).

List of more important Publications received in this Office during  
October 1940.

Conditions of Work.-

- (1) Annual Review on the District Reports on working of the Indian Mines Act, 1923 (IV of 1923) in the Central Provinces and Berar for the year ending 31st December 1939. Nagpur: Government Printing, C.P. and Berar, 1940. Price annas five.
- (2) Annual Report on the Administration of the Factories Act, 1934 (XXV of 1934) in the Central Provinces and Berar for the year ending the 31st December 1939. Nagpur: Government Printing, C.P. and Berar. 1940. Price Re. 1-8-0.
- (3) Annual Report on the working of the Payment of Wages Act, 1936, in the Province of Bihar for the year 1939, by the Chief Inspector of Factories, Bihar. Superintendent, Government Printing, Bihar, Patna. 1940. Price Re.-/7/.
- (4) Annual Report on the working of the Factories Act in the United Provinces for the year 1939. Allahabad: Superintendent, Printing and Stationery, U.P. 1940. Price Re.-/8/-.

Economic Conditions.-

The Lesson of Tariffs in India. Part II. By N.G. Abhyankar, M.Sc (Lond.). Reprinted from "The Journal of the Indian Merchants' Chamber". October, 1940.

Migration.-

- (1) Administration Report of the Controller of Labour for 1939. (F.G Gimson, Esq., C.C.S.) October 1940. Printed at the Ceylon Government Press, Colombo. 1940. Price 75 cents.
- (2) Annual Report of the Agent of the Government of India in Burma for the year ending 31st December 1939. Published by the Manager of Publications, Delhi, 1940. Price Re. 0-5-0 or 6d.
- (3) Annual Report of the Agent-General for India in the Union of South Africa for the year ending 31st December, 1939. Published by the Manager of Publications, Delhi. 1940. Price Re.1/- or 1s.6d.
- (4) India and Ceylon (Deteriorating Position of Indians in Ceylon) by Hiralal M. Desai, B.A. with a foreword by Bhulabhai J. Desai. 26, Church Street, Fort, Colombo. 1939. Price Re.1/.
- (5) Memorandum on Indo-Ceylon Relations of the Ceylon Indian Congress Delegation in connection with the Exploratory Conference between the Governments of India and Ceylon. November 1940. Printed at the National Press, Kasturi Buildings, Mount Road, Madras.

Navigation.-

- (1) Bombay Port Trust - Administration Report, 1939-40. (Printed by G. Claridge & Co., Ltd., Bombay). 1940.
- (2) Administration Report of the Karachi Port Trust for 1939-40. The "Sind Observer" & Mercantile Press, Ltd., Karachi.

Co-operation.-

- (1) Report on the working of the Co-operative Societies in the Central Provinces and Berar for the year ending 30-6-1939. Government Printing, C.P. and Berar, Nagpur. 1940. Price Re.1-8-0
- (2) Report of the Committee on Co-operation in Madras, 1939-40. Madras: Printed by the Superintendent, Government Press. 1940. Price Rs. 2-12-0.

Organisation, Congresses, etc.-

- (1) Report of the Committee of the Bengal Chamber of Commerce, Calcutta, for the year 1939. Volume II. Documents and Correspondence. Printed at the Criterion Printing Works, 8, Jackson Lane, Calcutta. 1940.
- (2) Report of the Proceedings of the Madras Chamber of Commerce. January-December 1939. Madras: Printed at the Diocesan Press. 1940.

Public Health.-

- (1) Annual Report on the Administration of the Industrial Housing Scheme, 1939-40. Bombay: Printed at the Government Central Press 1940.
- (2) Annual Report of the Jharia Mines Board of Health for the year 1939-40. Superintendent, Government Printing, Bihar, Patna, 1940

Education.-

Report on Public Instruction in the N.W.F.P. for the year 1938-39 Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Rs. 4-4-0 or £0-6-3.

General.-

Government of the North-West Frontier Province, Public Works Department, Irrigation Branch. Administration Report up to the year 1938-39. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Rs.5-7-0

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