

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

REPORT FOR JANUARY 1 9 3 6

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

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References to the I. L. O.

Communique re. items on the agenda of the 20th I.L.Conference (issued by Government of India on 30-9-1935) is published by the September and October 1935 combined issue of the Trade Union Record, Bombay.

* * *

The Abstract of Proceedings of the Bengal Chamber of Commerce during November 1935 publishes the substance of a communique issued by the Government of India on 11-12-35 announcing that the question of hours of work in the textile industry is one of the items on the agenda of the 20th I.L.Conference.

* * *

The Leader dated 8-1-1936, the Hindu dated 9-1-1936 and the Servant of India dated 16-1-1936 publish a statement issued by Mr. N.M.Joshi on 4-1-1936 on his work at the last meeting of the Governing Body of the I.L.O. and at the Preparatory Technical Maritime Conference.

* * *

The Servant of India dated 9-1-1936 publishes a review of the work of the Preparatory Maritime Conference of 1935 sent from Geneva by Mr. H.C.E.Zacharias.

* * *

The Amrita Bazar Patrika dated 24-1-1936 ^{publishes a} ~~of a~~ letter dated 6-1-1936 from the paper's Geneva correspondent, reviewing the activities of the I.L.O. during 1935.

* * *

The Statesman and the Hindustan Times dated 21-1-1936, the National Call, Times of India and the Leader dated 22-1-1936, and ~~the~~ Indian Finance dated 25-1-1936 publish a news-item to the effect that the Government of India will move resolutions recommending the non-ratification of the Draft Conventions re. reduction of hours in glass-bottle works and general reduction of hours

to 40 per week.

* * *

The Hindustan Times dated 30-1-1936 publishes a message from the Special Correspondent of the Paper to the effect that there will be an important debate in the forthcoming session of the Legislative Assembly on the I.L.Convention re. the 40-Hour Week. The Government has announced its decision to move non-ratification of the Convention, while Mr. W.M.Joshi intends opposing the Government resolution.

* * *

The Hindu dated 9-1-1936 publishes the report of a meeting held under the auspices of the South Indian National Association at Madras on 8-1-1936, when Mr. V.V.Giri addressed the meeting on "The Problem of Unemployment in India". In the course of his address, Mr. Giri referred in detail to the I.L.Convention of 1919 re. unemployment and deplored the fact that, in spite of the Convention having been ratified by the Government of India, no steps have up to now been taken to implement it.

* * *

The September and October 1935 combined issue of the Trade Union Record, Bombay, publishes a report of the second annual conference of the E.I.Railway Workers held at Dhanbad. Mr. Jamnadas Mehta, in the course of his presidential address, observed that even under fascist rule there was greater consideration for the worker than in India, where the Government continued to ignore and defy the decisions of the International Labour Conference, and the recommendations of the Indian Labour Commission.

* * *

Geneva Communique re. unemployment among professional workers (forwarded by this Office on 30-11-1935) is published in Federated India, Madras, dated 8-1-1936 (vide Encl.No.1 of H.4/58/36 dated 16-1-1936).

* * *

The Servant of India, Poona, dated 9-1-1936 ~~is~~ publishes an editorial note under the heading: "India and the League". The article quotes the following opinion given by Babu Rajendra Prasad, the President of the Indian National Congress, on the subject of submitting India's case for self-government to the League of Nations for arbitration and decision:

"The League makes no distinction between a State which has a representative government and a State which has an autocratic government. It deals with the State and not with the people of the State. We all know that India was made a member of the League to give an additional vote to England in the affairs of the League and not because she is a sovereign State".

* * *

The Hindu dated 9-1-1936, the Times of India dated 10-1-36 and the National Call dated 11-1-1936 publish a news item to the effect that Dr. Khare will propose in the coming session of the Legislative Assembly the submission of disputes regarding rights of citizenship and ownership of land between Indian residents in South Africa and the South African Government to the League of Nations for settlement.

* * *

The Hindustan Times dated 21-1-1936 publishes a short editorial note on the resolution which Mr. Akhil Chandra Dutta intends moving at the forthcoming session of the Legislative Assembly recommending India's withdrawal from the League. The note observes that this proposal is untimely since "the League today is at last making some sort of a stand to prevent unprovoked aggression by collective action". India's opportunity for withdrawal will come, according to the note, if and when the League fails in its task of preventing aggressive wars.

* * *

Communique re. world unemployment situation (issued by this Office on 25-1-1936) is published by the following: the Statesman dated 26-1-36, the Hindustan Times dated 26-1-1936 and the National Call dated 27-1-1936 (vide Encl. Nos. 1 to 3 of H.4/135/36 dated 30-1-1936).

* * *

Communique on the I.L.O. publication: "Problems of Vocational Guidance" (issued by this Office on 29-1-1936) is published in the Hindustan Times dated 30-1-1936 (vide Enc. No. 4 of H.4/135/36).

* * *

The Hindu dated 10-1-1936 publishes a long editorial article commenting on Dr. Heinz Krause's article on "Some Aspects of the Problem of the Industrial Worker on the Land" published in the International Labour Review of December 1935.

* * *

The Amrita Bazar Patrika dated 4-1-1936 publishes an editorial article under the heading: "Trade Union Unity". The article explains the fundamental points on which the All India Trades Union Congress and the National Trades Union Federation differ in their views and in this connection the differences of opinion regarding sending of labour delegations to Geneva are dealt with. The article also pays a tribute to the I.L.O.'s contribution to the betterment of labour conditions throughout the world.

* * *

The Hindu dated 9-1-1936 publishes an editorial article on the First Report (Perennial Factories) on "General Wage Census" issued by the Bombay Labour Office. Reference is made in the article to portions in the report dealing with the subject of leave with pay for workers and in this connection mention is made of the fact that the subject is included in the agenda of the 20th I.L.Conference.

* * *

The Leader dated 10-1-1936 publishes a "London Letter" dated 27-12-1935 from the paper's London Correspondent. In the course of the "Letter" reference is made to the programme of the Lecture Conference organised by the League of Nations Union at London to be held in February 1936. Several items on the programme have reference to the work of the I.L.O.

* * *

The Hindu dated 7-1-1936 publishes a short report of the Madras Provincial Agricultural Labour Conference held at Srirangam on 5-1-1936. One of the resolutions adopted by the Conference recommended the nomination of Messrs. V.Ramadoss Pantulu and K.R. Avadhani as Indian labour delegate and adviser respectively to the 20th I.L.Conference.

* * *

The Department of Industries and Labour with the Government of India have recently issued the Report of the Government delegates to the 19th I.L.Conference as Bulletin No.55 in the Bulletins of Indian Industries and Labour Series (A copy of the publication has been sent to Geneva with this Office's minute D.1/93/36 dated 23-1-1936).

* * *

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

* * *

The following message having reference to the I.L.O. and emanating from a Geneva press correspondent was published in the Indian press during January 1936. (No messages relating to the I.L.O. emanating from Reuter or other European press agencies were published in the Indian press during the month).

1. Mr. H.C.E.Zacharia's review of the Preparatory Technical Maritime Conference.

Workmen's Compensation for Occupational Diseases:

Views of Bombay Chamber of Commerce. †

Reference was made at page 11 of our August 1935 report to the views expressed by the Bombay Chamber of Commerce on the question of Workmen's Compensation for occupational diseases. The Chamber has recently expressed further views on the subject in the Excerpts from the Proceedings of its Committee during December 1935. The note says that in November 1935 the attention of the Committee was drawn by certain insurance members of the Chamber to the fact that as silicosis was of very gradual onset and as it could be contracted in diverse processes it had been decided in England to make provision for cases where death or disablement was caused by silicosis contracted during employment, by means of a special scheme quite distinct from the scheduled diseases under the Workmen's Compensation Act. The Committee were informed that unlike the majority of industrial diseases silicosis seemed to be more widespread than was ever imagined, and whereas statistics might be produced, as they were in England, to show that few cases of occupational silicosis were known, except in the metal grinding industry where the incidence of the disease was known to be severe, it was found that when benevolent legislation was introduced and disablement qualified for the payment of compensation, large numbers of men who were labouring under physical disability as the result of silicosis, at once became pensioners. It appeared that the tendency in England was to extend the scope of the scheme from one industry to another and it already applied to metal grinding, the

~~the~~ refractory industries, the sandstone industry, hematite iron ore-getting and other various industries in which silica is handled. Even now, however, there was no assurance that further extension were not imminent and there were demands that silicosis should be recognised as a vocational disease amongst iron and steel workers.

In addressing the Commissioner of Labour on the above lines the Committee submitted a note giving a summary of the special legislation that obtained in Great Britain dealing with compensation to sufferers from silicosis. From this it appeared that in Great Britain the special rules were contemplated as soon as silicosis was admitted on the schedule of the Workmen's Compensation Act and that such rules were prepared later and were being enforced. The Committee asked the Commissioner to inform them of the terms in which the Government of Bombay had replied to the Government of India's letter and in particular whether the local Government had suggested any special conditions to be attached to the scheduling of this disease. *

National Labour Legislation

Maternity Benefits for Women Workers in Perennial

Factories in Bengal: Government Proposal for Legislation : +

It is understood that the Government of Bengal have recently sent a circular letter to industrial interests to elicit their views on the question of passing legislation in the province for the grant of Maternity Benefits to women factory workers. The Government have explained that the question of legislation in Bengal on the lines suggested by the Royal Commission on Labour was examined by the Local Government in 1932-33, but action was deferred as it was thought that, in view of the severe depression in trade, the time was inopportune for throwing an additional burden on industry. With the improvement in trade during the past year or two, this question has again been taken up by the Local Government who are of the opinion that it is prima facie a reproach to the province that its labour legislation should lag behind that of Bombay, the Central Provinces and Madras, and who feel that it is open to question whether trade depression constitutes any longer a valid ground for postponing legislation. The provisional view of the Local Government is that legislation should now be undertaken with a view to ~~mak~~ make compulsory maternity benefits for women employed in perennial factories in Bengal.

(The Abstract of Proceedings of the Bengal Chamber of Commerce during Nov. 1935). +

Amendment to C.P. Factories Rules, 1935. †

Attention is directed to page 15 of Part III of the Central Provinces Gazette, dated 10-1-1936 where certain amendments to the schedule under rule 74 of the Central Provinces Factories Rules, 1935, are published.

Amendment to Bombay Rules made Under Indian Mines Act. †

Attention is directed to pages 1-4 of Part IV-A of the Bombay Government Gazette, dated 2-1-1936 where certain draft amendments to the rules under the Indian Mines Act, published in Bombay Government Notification in the Revenue Department No. 10029 dated 6-9-1934, are published. †

10

Conditions of Labour.

Conditions of Work on Indian Railways, 1934-35* +

As in previous years, the Railway Board's annual Report on Indian Railways for the year 1934-35 is published in two volumes. Volume I reviews the general administration, financial results of the working of railways, important developments occurring during the year, and various aspects connected with railway management and operation. Volume II is a compilation of financial and statistical summaries and statements covering the main heads of the capital and revenue accounts and exhibiting statistics connected with the various aspects of railway working.

Earning of Railways.- For the greater part of the year, Railways continued the improvement begun ⁱⁿ the previous year. In the last two months, however, this progress was arrested; and, what is worse, the setback has continued in the first few months of the current financial year. Gross receipts of State-owned Railways for 1934-35 amounted to Rs. 902.0 million, or Rs. 35 millions better than in the previous year. The net loss from the working of the State-owned Railways decreased from Rs. 62.2 millions to Rs. 41.2 millions. ^{Rs 50.4 million}
~~only Rs. 50.677~~ was contributed to the general revenues. The earnings from passenger traffic on all railways, both State-owned and Company-owned, increased from Rs. 301.1 millions to Rs. 303.5 millions, while the earnings from goods carried increased from Rs. 596.7 millions to Rs. 624 millions.

The total earnings of all railways, including those with which the Government of India are not directly concerned, amounted to

* Government of India Railway Department (Railway Board) - Report by the Railway Board on Indian Railways for 1934-35 - Vol. I. - Delhi: Manager of Publications. 1936. - pp.126.

Rs. 1028.1 millions, of which Rs. 643.5 millions or 62.6 per cent were from goods traffic, Rs. 303.5 millions or 29.5 per cent from passenger traffic and Rs. 81.1 millions or 7.9 per cent from parcels, luggage and other miscellaneous items.

Number of Staff.- The total number of employees on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1934-35 was 705,087 as compared with 701,436 at the end of 1933-34. The total route mileage at the end of the year was 43,021. The following table shows the number of employees by communities on the 31st March 1934 and 1935. A similar statement showing details by railways is given as Appendix C of Volume II of the Report by the Railway Board on Indian Railways for 1934-35.

Indians.							
	Europeans.	Hindus.	Muslims.	Anglo-Indians & domiciled Europeans.	Other Classes.	Total	Grand Total.
3-1934.	3,906	497,667*	151,636*	12,841*	35,482	697,530*	701,436*
3.1935.	3,521	499,968	152,276	13,438	35,884	701,566	705,087

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

Cost of Staff. - The total number of staff on open line on 31st March 1935 was more by 2,720 than on 31st March 1934 and on construction by 632, while the staff on loan from the Indian Audit and Accounts Service was less by 3. The increase in the total cost of staff including staff on loan from the Indian Audit and Accounts Service during the year 1934-35 as compared with the preceding year was Rs. 788,214, the cost of this year being Rs. 352,242,253.

Recruitment: Indianisation. (1) State-owned Railways.- During the year under review 59 appointments were made in the gazetted ranks, of whom 31 were Europeans, and 28 Indians. Of the 28 Indians, 8 were Hindus, 4 Muslims and 7 Anglo-Indians and domiciled Europeans.

Company-Managed Railways.- During the year under review the total number of appointments made in the superior service on Company-managed Railways was 31 of which, 12 went to Europeans and 19 to Indians, of whom 9 were Hindus, 4 Muslims, 3 Anglo-Indians and domiciled Europeans, 2 Indian Christians and 1 of other classes. The net total number of vacancies filled, permanent or temporary, was

39 of which 13 went to Europeans. The total actual appointments filled by Indians were 26, of which 14 were Hindus, 5 Muslims, 3 Anglo-Indians and domiciled Europeans, 3 Indian Christians and 1 of other classes. The ratio of Indian to European recruitment was 61.5 to 38.7 in respect of permanent appointments and 66.7 to 33.3 in respect of all appointments, whether permanent or temporary.

Review of Progress Since 1925.- The Indian element in the superior services has risen from 28.02 per cent on State-managed and 17.74 per cent on Company-managed Railways in 1925 to 42.57 per cent on State-managed and 35.83 per cent on Company-managed Railways in 1935.

Representation of Minority Communities in Railway Services.- Orders were issued in July 1934 by the Government of India, with the approval of the Secretary of State, reserving in the superior services 25 per cent of all vacancies to be filled by direct recruitment for Muslims and $8\frac{1}{3}$ per cent for other minority communities, namely, Anglo-Indians and Domiciled Europeans, Sikhs, Indian Christians and Parsis, provided candidates of these communities possessing the minimum qualifications prescribed were available. In accordance with these orders, regulations for recruitment to the superior State railway services in India have been modified so as to provide for the reservation of 25 per cent vacancies to be filled by direct recruitment for Muslims and $8\frac{1}{3}$ per cent for other minorities, and Company-managed Railways (except His Exalted Highness the Nizam's and Jodhpur Railways) have been asked to adopt these percentages in superior services recruitment on their railways. In the subordinate railway services, it was decided that 25 per cent of all vacancies to be filled by direct recruitment on Class I Railways as a whole (excluding the Burma, His Exalted Highness the Nizam's and Jodhpur Railways) should be reserved for Muslims, 8 per cent for Anglo-Indians and Domiciled Europeans, and 6 per cent for other minority communities, provided candidates possessing the minimum qualifications necessary were available from these communities. And in order that difficulty in the application of these orders should be minimised as far as possible, it was decided at the same time to fix separate percentages on different railways, taking into consideration so far as Muslims were concerned, their population ratios in the area served by a railway and in the case of Anglo-Indians and Domiciled Europeans and other minority communities ~~for~~ their existing percentages on each railway, in such a manner that on Class I Railways taken together Muslims would secure 25 per cent, Anglo-Indians and Domiciled Europeans 8 per cent and other minority communities 6 per cent of vacancies, in future direct recruitment.

Improvement in the Service Conditions of the Staff: Hours of Employment Regulations.- The Hours of Employment Regulations have already been given statutory effect on four of the State-managed Railways, viz., North Western, Eastern Bengal, East Indian and Great Indian Peninsula Railways. The question of extending the application of these Regulations to the Burma and Company-managed Railways continued to engage the attention of the Railway

Board during the period under review with particular reference to their application to the Madras and Southern Mahratta and Bombay, Baroda and Central India Railways in the light of certain estimates received from those railways. It was decided to give statutory effect to the Hours of Employment Regulations on these two Railways from the 1st November 1935. With the extension of the Hours of Employment Regulations referred to above, six railway systems employing about 71 per cent of railway workers in India would by the 1st November, 1935 have been brought within the scope of these regulations.

Welfare Work.-(1) Education of Employees' Children.- During 1932-35 an officer was appointed to estimate the cost of introducing certain new rules for the grant of assistance to railway employees towards the education of their children. His report as regards certain railways and certain suggestions connected with the grant of educational facilities put forward by the All-India Railwaymen's Federation held in November 1933, were under consideration of the Railway Board and the Government of India. The Government of India have arrived at certain conclusions on the recommendations contained in the reports submitted by the officer on special duty and on the suggestions of the All-India Railwaymen's Federation. Before orders are actually issued giving effect to these conclusions, it is proposed to discuss the matter at a meeting of the Central Advisory Council for Railways.

(ii) Staff Benefit Fund.- The Staff Benefit Funds established on State-managed Railways continued to function during the period under review and from the reports received from railways it was found that these funds continued to play a prominent part in providing certain amenities and affording certain forms of relief to subordinate and lower paid staff on Railways.

Recommendations of the Whitley Commission.- The recommendations of the Royal Commission on Labour concerning railways continued to engage the attention of the Railway Board during the period under review. Orders were issued by the Railway Board to the Agents of State-managed Railways, with an invitation to Agents of Company-managed Railways to follow a similar procedure, in respect of certain recommendations of the Commission of minor importance, particularly those relating to leave rules, the raising and recovery of debts, indebtedness, health and welfare of the industrial workers. Other recommendations of the Royal Commission on Labour of major importance, viz., those relating to the establishment of a Joint Standing Machinery for the settlement of disputes on railways and other cognate matters such as grant of facilities to recognised Unions, etc., continued to receive attention though final decisions were not reached during the period under review.

Restoration of Cuts in Salary.- In the last year's report, it was mentioned that the emergency reduction in pay, not exceeding 5 per cent, would continue during the year 1934-35 in respect of all Government servants including those of the Railway Department. During the year under review it was decided that the cut in the salaries of Government servants would not be reimposed after ~~the~~ 31-3-1935. (The Report of the Railway Board for 1933-34 was reviewed at pages 28-32 of our January 1935 report).

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Wage Census of Perennial Factories in Bombay:Labour Office Report*.

The lack of accurate and reliable statistics regarding industrial wages in India has been adversely commented upon and regretted by almost every Commission and Committee appointed in India since the beginning of the century. The Royal Commission on Labour in India deplored the paucity of information regarding rates of wages and earnings in Indian industries throughout their report and considered frequent enquiries into wages in various industries so necessary that they recommended that provision should be made in the Indian Factories Act for the compulsory supply of information regarding wages. The Government of Bombay were of opinion that the necessary prelude to the consideration of the Royal Commission's proposals regarding statutory minimum wages was the collection of full, accurate and up-to-date statistics of wage rates and earnings in as many industries as possible. The Labour Office, Bombay, therefore, approached the Bombay Engineering Employers' Federation and the Bombay and the Ahmedabad Millowners' Associations with proposals for instituting a general wage census which would cover as many trades and industries as possible. Representative labour leaders were also consulted on the subject. The programme outlined by the Labour Office is to cover all factories — both perennial and seasonal—; railways and road transport, docks, shops, hotels, hospitals, municipalities, banks, Government and commercial offices over a period of two to three years. The

* Labour Office Government of Bombay - General Wage Census - Part I Perennial Factories - First Report. - Report on Wages, Hours of Work and Conditions of Employment in the Engineering Industry in the Bombay Presidency (excluding Sind) May 1934.- Published by order of the Governor in Council. -Bombay: Supdt., Govt. Printing and Stationery. 1935. -Price Annas 9 or 1ld. -pp.179

experience of the first part of the census, however, shows that this programme—if carried out in its entirety—is likely to be prolonged well beyond this period. A small enquiry covering workers in building trades in Bombay City has already been conducted and the results were published in the August 1935 issue of the labour gazette. A fairly comprehensive enquiry on a ~~xxx~~ sample ~~xxx~~ basis covering wages and hours of work in shops in Bombay is in progress and it is more than probable that the part of the census relating to seasonal factories will be conducted in the forthcoming winter and spring. The Labour Office has now published a report on wages, hours of work and conditions of employment in the engineering industry in the Presidency (excluding Sind). Salient features of the Report are given below:

Scope of the Report.— This report covers two large groups of workpeople: (1) all persons in all occupations in the 221 perennial factories in the Bombay Presidency proper which have been classified under the engineering industry; and (2) all workpeople in engineering occupations and in occupations ~~and in occupations~~ common to all factories who come from the remaining 471 non-engineering perennial factories covered by the general wage census in the Presidency. The total number of operatives covered by this report is 75,566 of whom 46,726 belong to the engineering industry and 28,840 to non-engineering concerns. Of these 75,566, 72,258 are men, 3,271 women and 37 children.

Details of Engineering Factories.— The 221 engineering factories comprise 44 railway and tramway workshops, 20 general engineering concerns, 19 motor vehicle assembling and repairing plants, 18 metalware factories, 15 gasliquid fuel, water pumping and refrigerating plants, 14 electricity generating and engineering concerns, 13 saw-milling and machine wood working plants, 11 stone crushing factories, ~~none~~ foundries, four shipbuilding and repairing yards and 54 others. The 44 railway and tramway workshops account for over 46 per cent of the workpeople employed in the engineering industry. The next largest category from the point of view of employment is shipbuilding and repairing which employs 11.42 per cent of workpeople.

Recruitment of Workers.— Unlike the cotton textile industry in the Bombay Presidency where labour is generally, if not always,

recruited through jobbers, there is a wide diversity in the methods of recruitment employed in the engineering industry. This is due to the higher degree of skill and efficiency required from individual workmen especially among the more skilled occupations. Trade tests and a period of probation are almost invariably insisted upon; but, in many of the larger concerns, particularly railways, suitable recruits are engaged as apprentices in different "trades" and are promoted to the status of "full workmen" on the completion of varying periods of training.

The total number of workpeople whose names were struck off the muster rolls of 221 engineering factories in the Bombay Presidency proper during the month of May 1934 amounted to 544, which gives a monthly labour turnover figure of 1.1 per cent for the 48,271 workpeople returned in the questionnaires as borne on the muster rolls of these 221 concerns. Unlike the textile industry, the engineering industry does not employ substitutes in place of permanent workers who may be temporarily absent; and, where substitution is resorted to, this is done mostly in the semi-skilled and unskilled occupations.

Payment of Wages.- The report refers to the lack of any standardisation of wages or agreed wage rates in the industries of the Bombay Presidency and the difficulty of arriving at any general idea of the method of wage payment owing to the existence of a bewildering complexity in the methods adopted in the calculation of earning from rates, other than hourly rates. The general tendency in the engineering industry, unlike the textile industry, is towards giving a consolidated pay rather than to give separate allowances. There are, however, a few exceptions in which allowances such as a house-rent allowance, a bad climate allowance, or a food-grain allowance are given. Nor is the payment of a bonus a general feature of the industry although here again there are certain exceptions. The monthly system of wage payment seems to be almost universal in the engineering industry of the Presidency as no fewer than about 97 per cent are paid on the monthly basis. The English calendar month is the period of wage payment in 89 per cent of the concerns, three concerns adopt the Hindus' calendar month, five pay wages bi-monthly, four weekly and two daily, while in one factory there is no fixed wage period.

The report gives details regarding the various methods adopted for wage calculation and points out that these are of an exceedingly complex character. Out of the 221 engineering concerns in the Presidency, only seven have adopted the hourly rate system and 85 the daily rate system. Much confusion arises in the interpretation of the term 'working day' where Saturday is a short working day and also as regards the calculation of wages for Sunday and holidays.

System of Fining.- Over 57 per cent of the engineering concerns in the Bombay Presidency, employing 28.30 per cent of the total labour force, do not resort to fining. Ninety-four concerns,

including all Government, railway, municipal and public bodies and public utility factories, employing over 71 per cent of the total number, inflict fines on their workpeople. The incidence of fines is however small.

Superannuation Benefits.- The engineering industry is far in advance of other industries in the Bombay Presidency in the provision which it makes for superannuation benefits and financial aid for its workpeople. Superannuation benefit schemes may be divided into two main types: (1) contributory and non-contributory provident funds; and (2) pensions and retirement gratuities. Provident funds are contributory when both the employed person and the employer subscribe to them. They are non-contributory when the employed persons alone subscribe to them.

Shifts and Hours of Work.- Out of the 221 factories in the Bombay Presidency which have been included in the "Engineering Industry" group, 183 or nearly 83 per cent work only one shift per day. Of the remaining 38 factories five work double shifts and fifteen others work three shifts per day. In 17 concerns only those workmen who are on continuous processes are divided into three shifts.

Nearly 60 per cent of the total number of workpeople employed in the engineering industry work a 48-hour week. 7,292 workers or a little over 15 per cent work for less than 48 hours; 5,125 or 10.61 per cent work between 48 and 54 hours per week; 3,365 or 6.97 per cent have a 54-hour week; and, the remaining 3,964 or 8.20 per cent work between 54 and 60 hours a week. It may, however, be pointed out that the weekly hours of work of the last group of 3,964 workpeople will have been reduced to 54 hours per week as a result of the new Factories Act which came into operation with effect from the 1st January 1935.

Leave with Pay. - The Report refers to the discussion in the 19th I.L. Conference on the subject of holidays with pay and says that holidays with pay for non-Government factory workers are almost unknown in India except in the case of the engineering industry in which, because of the inclusion of the railways, Government, municipal and other factories owned by public bodies, the privilege of leave with pay is enjoyed by a considerable proportion of the workers engaged in the industry. The leave rules vary considerably according to whether the factory is owned by a railway, by Government or other public bodies.*

Mr. Bakhale's Shops Bill Inadvisable:

Bombay Municipal Commissioner's Views. +

The following is a summary of the views on Mr. R.R. Bakhale's Shops Bill, expressed by ~~the~~ Mr. I.H. Taunton, Municipal Commissioner, Bombay City, in a letter addressed by him to the Bombay Municipality, advising it not to lend its support to the Bill:-

High Cost of Enforcement.- On this point the Commissioner writes "The Bill has no doubt been put forth in the interests of the health of the younger generation, However, as its provisions are (by clause 21) to be enforced by local bodies, this municipality will be required to undertake the work in this city, the cost of which is estimated at not less than Rs. 14,000 per annum for the minimum number of inspectors that would be necessary. Against this, there would be an uncertain revenue from fines which might quite well prove to be negligible."

Other Objections.- The Commissioner then mentions other objections to the bill. If the measure is enforced there will be vexatious interference with shopkeepers' business by inspectors. Secondly, the early closing of shops will cause inconvenience to the public. The provisions regarding compulsory holidays are so complicated that evasion seem to be easily possible. The limitation of hours of employment and the age of children to be employed will mean that those who would otherwise be doing fairly light work will merely loaf about the streets and get into mischief. In the absence of compulsory education, such enforced leisure will do more harm than good. Generally, the restrictions in the bill will reduce the earnings of the employees as well as the income of the shopkeepers.

(The Times of India, 9-1-1936) +

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Madras Labour Department and the
Depressed Classes, 1934-35.* +

The following details regarding the work of the Madras Labour Department for the uplift of the Depressed Classes are taken from the Administration Report for 1934-35 submitted to the Government of Madras by the Commissioner of Labour, Madras. The Collectors of districts continued to be the responsible officers in the mofussil charged with the work for the amelioration of the condition of the depressed classes, with the Commissioner of Labour as the co-ordinating officer to ensure that sustained and well-directed efforts are being made for the betterment of the depressed classes. The ameliorative work for the depressed classes was carried out as usual under the following heads:-

- (1) Provision of house-sites.
- (2) Opening of schools, granting of scholarships, stipends, boarding grants, etc.
- (3) Provision of wells, tanks, etc, for the supply of drinking water.
- (4) Provision of sanitary amenities, such as pathways, burial grounds, etc.
- (5) Assignment of land for cultivation.

House-Sites.- House-sites for depressed classes are provided by the following two methods:- (a) Waste or poramboke lands at the disposal of Government are assigned free of cost to needy persons among the depressed classes. (b) Private land is acquired and allotted in convenient plots to the depressed classes for the construction of houses where land at the disposal of Government is not available. The cost of acquisition is recoverable in instalments spread

* Government of Madras Public Works and Labour Department -G.O.No. 2507 L., 20th November 1935 - Labour Department - Administration Report, 1934-35. pp.43

over a number of years. During the year, an extent of 180.985 acres providing 1,465 house-sites was assigned under the first of the two methods mentioned above, bringing the total number of house-sites assigned ^{by} the method of free assignment to 35,169 up to the end of the year under report. No acquisition of land for house-site purposes was undertaken during the year.

Education.- The educational work on behalf of the depressed classes proceeded on the usual lines and consisted of:-(1) the maintenance of separate schools for the depressed classes; (2) the provision of scholarships and boarding grants for students of the depressed classes; (3) the grant of stipends for the training of teachers; (4) the maintenance of free hostels at important centres for the benefit of the students of the depressed classes; and (5) the grant of financial help to private associations and bodies engaged in the amelioration of the condition of the depressed classes by maintaining schools, hostels, etc., for their benefit. Owing to paucity of funds, very few additional schools could be started in the year. There were 981 schools at the beginning of the year. 48 schools were started and 23 schools were closed during the year with the result that 1,006 schools remained at the close of the year. Of these, 991 were day schools, 14 were night schools and 1 school was a combined day and night school. 38,471 pupils, comprising 30,555 boys and 7,916 girls, were studying in these schools. These schools employed 1,298 teachers, of whom 1,294 or 99.7 per cent were trained teachers. A good number of scholarships and stipends for depressed class students were sanctioned by the Government.

(The working of the Labour Department for the uplift of the Depressed classes during 1933-34 was reviewed at pages 34-36 of our January 1935 report). +

Hyderabad Bhagela Agreement Regulations, 1936:

Nizam Prohibits Surviving form of Forced Labour. +

A communique issued on 2-2-36 by the Nizam's Government states that orders were issued 10 years ago to abolish the forced labour system, known as Begari, and also to regulate the right and duties of Balutdars and Sethsendhis. Subsequently, at the instance of the International Labour Conference held at Geneva, the Government of India invited the urgent attention of the Nizam's Government to the prevalence of the system known as Baghela in some Telingana districts in this State, as they considered that this form of labour contract was in effect a sort of forced labour.

The Baghela System.- Under this system, agricultural labourers who are not necessarily members of Depressed Classes borrow loans on the occasion of functions like marriage from big land-holders, subject to the condition that they will work for the creditor either for a specified or unspecified period till the loan is repaid. It often becomes necessary for such labourers to borrow additional loans before the previous loans are liquidated, with the result, that with their small wages ranging from Rs. 3 to Rs. 4 per mensem, it becomes impossible for them to liquidate the loan. As a result they have to serve their master for the whole of their life-time. Contracts of indentures are also sometimes drawn so that if the borrower does not carry out the terms of the debt, the debt descends upon his heirs.

Prohibitory Regulation issued.- A conference of Revenue Commissioners and Collectors was called to consider this question and ~~an~~ after further consideration and inquiries the Revenue Department came to the conclusion that, although the Bhagela system

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does not prevail everywhere or even extensively in the State, it was yet desirable to legislate to the extent of regulating strictly the assistance that can be obtained from courts to enforce such contracts, ~~and of limiting the period in order that such agreements shall have validity.~~ In consultation, therefore, with the Legal Adviser, draft regulations known as the Hyderabad Bhagela Agreements Regulations have been prepared. These regulations apply throughout the State and have recently been sanctioned by a firman of the Nizam.

Bill to be Introduced later.- ~~MM~~ Ultimately, when further experience of local requirements has been obtained, it is proposed to place a Bill before the Legislative Council for an enactment on the lines of the Bihar and Orissa Act VIII of 1920.

(The Times of India, 4-2-36). +

Hours of Work in the Bombay Docks;Views of Bombay Chamber of Commerce. +

According to the Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during December 1935, in October 1935 the Manager of the Bombay Port Trust Docks asked for the views of the Chamber on a proposal which had been received by the Chairman of the Port Trust that the working hours of the Port be reduced from the existing nine hours (8-0 a.m. to 12-30 p.m. and 1-30 p.m. to 3 p.m.) to eight hours, by cutting off half an hour at the beginning and end of the day.

After considering the question in consultation with the various Sub-Committees of the Chamber, the Committee informed the Docks Manager that the members of these Sub-Committees were unanimously against the proposal, as they felt that any shortening of the hours of work in the Docks could only have the effect of increasing the expenses of this port, and would tend to add to the difficulty already experienced in competing with other ports on the West Coast of India. As it was, certain members of the Chamber were complaining of the high shipping charges in Bombay as compared with those in force in other ports, and evidence was not lacking that these high charges were already drawing trade away from Bombay. The Committee felt that the time could hardly be less opportune for such a proposal, from every point of view, and not least because any action tending further to increase the charges of the port would undoubtedly re-act to the detriment of the Dock labourers themselves. +

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Workers' Organisations.

Trade Union Movement in Bihar and Orissa, 1934-35.*

Number of Registered Unions.- According to the Annual Report on the working of the Indian Trade Unions Act in Bihar and Orissa during the year ending 31-3-1935, only one Trade Union, viz., the Metal Workers' Union having its registered office at Jamshedpur, was registered during the year. No notice of dissolution of any registered Trade Union was registered under section 27(1) of the Act. Although steps for the cancellation of registration of the Golmuri Tinsplate Workers' Union had already been taken as reported in the previous report, the registration of the union was actually cancelled in May 1934. The registration of the Metal Workers' Union brings the total number of registered Trade Unions existing at the end of the year to 5. No federation of unions was registered during the year.

Membership and Finance.- The total membership of the five trade unions during the year under review was 7,859 of whom 7,681 were men and 188 women. The opening balance of the 5 unions during the year was Rs. 744-8-11, income was Rs. 4,302-11-0, expenditure was Rs. 4111-9-9 and the closing balance Rs. 937-10-2.

Activities of the Unions.- No activities of Trade Unions or development of interest relating to the Trade Union movement worth mentioning were reported during the year under report.

(The Annual report on the working of the Indian Trade Union Act in Bihar and Orissa for the year 1933-34 is reviewed at pages 28-29 of our November 1934 report).+

* Annual Report on the working of the Indian Trade Unions Act, 1926 (XVI of 1926) in the Province of Bihar and Orissa for the year ending 31st March 1935.-Supdt., Govt. Printing, Bihar and Orissa, Patna, 1935. -Price Annas 8 pies 6. - pp.3

Trade Union Movement in C.P. & Berar, 1934-35.* +

Registered Unions.- Three new unions, namely, (i) the Girni Kamgar Union, Nagpur, (ii) the Khamgaon Municipal Employees' Union, Khamgaon, and (iii) the Central Provinces and Berar District Council Employees' Association, Nagpur, were registered during the year. No union was dissolved during the period. The number of registered unions at the close of the year was 15.

Membership and Funds.-The total membership of all the unions at the beginning and end of the year stood at 8,968 and 10,260, respectively as compared with 7,305 and 8,968 in the preceding year. No political fund was maintained by any of the registered trade unions. The closing balance of the general funds of all the unions at the end of the year under report was Rs. 1,338-11-3.

Appeals.- No appeals were filed by the unions during the year under report against any decision of the Registrar.

Free Audit.- Only three unions, namely, (i) the Central Provinces and Berar Municipal Employees' Association, Nagpur, (ii) the Khamgaon Municipal Employees' Union, Khamgaon, and (iii) the Central Provinces and Berar District Council Employees' Association, Nagpur, availed themselves of the arrangement of free audit of accounts by auditors of the Co-operative Department.

(The Annual Report on the working of the Trade Unions Act in C.P. and Berar during 1933-34 is reviewed at pages 46-47 of our December 1934 report). +

* Annual Report on the working of the Indian Trade Unions Act, 1926, for the year ending the 31st March 1935.- Nagpur: Govt. Printing, C.P., 1935. - Price Annas five. - pp.3.

Trade Union Unity:Decision of the Working Committee of the N.T.U.F.

Acting on instructions issued by the General Committee of the National Trades Union Federation regarding the accomplishment of Trade Union Unity (vide pages 32-34 of our December 1935 report), the Working Committee of the Federation met in Delhi on 14-1-1936. The Committee had before it the proposal for further unity evolved at Bombay at an informal meeting of its Bombay members, held on 8-1-36.

The Bombay proposals were based mainly on the resolution adopted by the General Council of the Federation at its last session in Nagpur, but recommended the enlargement of the scope of the Joint Labour Board by investing it with plenary powers on definite matters, some of which were to be exercised by a majority vote and others only on the basis of common or joint consent by both the groups. It was suggested that on all industrial matters, except the question of strikes, the plenary powers should be exercised by a majority vote, while on all political issues and the question of strikes they should be exercised only by common or joint consent. Further, it was suggested that the Joint Labour Board should be expanded so as to comprise the General Council of the Federation and the Executive Committee of the Trades Union Congress and that voting at these Joint Conferences on issues where plenary powers are given on a majority basis, should be according to the strength of each organisation based on paying membership.

Mr. Giri who was not present at the last session of the Federation at Nagpur, put forward certain alternative proposals to achieve the same object. Mr. Giri's alternative proposals were: (1) The Federation, as a unit, to be affiliated to the Trades Union Congress; (2) The Trades Union Congress to accept the constitution of the Trades

Union Federation 'in toto';(3) The Executive to be formed in accordance with the above mentioned constitution;(4.)No foreign affiliation so far as the Trades Union Congress is concerned;(5) The affiliation of the Federation to the Trades Union Congress to remain in force for a period of one year and to lapse automatically unless renewed;(6) All political questions and questions of strike to be decided by a three-fourths majority of the Executive; and(7) On all industrial questions the decision to be by a majority vote. x

The Working Committee decided to forward both these sets of proposals to the General Council of the National Trades Union Federation as well as to the Executive of the All India Trades Union Congress, for their consideration. The Committee was prepared, in the event of the Executive of the All-India Trades Union Congress accepting either of these sets of proposals to recommend them for acceptance by the General Council of the Trades Union Federation. +

2nd Session of All India Press Workers' Conference, 1936,
Madras: Minimum Demands of Press Workers.

The second session of the All India Press Workers' Conference was held on 5-1-1936 at Madras, with Mr. D.K.Dhole, President of the All India Press Workers' Federation, in the chair. Besides delegates from Madras, delegates from Bombay and Calcutta attended the conference. Mr. K.R.Ramanna of Benares presided over the Conference.

Minimum Demands.- Mr. P. Rajavadivelu, Chairman of the Reception Committee, in the course of his speech pointed out that press workers in India laboured under several hardships. Their standard of living was low. The imposition of wage-cuts and fines and the system of letting out work on contract had led to the condition of press workers becoming miserable. Child labour was another great evil. The Factory

Act should be amended as not to allow children below 16 to be employed in presses. Compulsory secondary education should be introduced. The Government should provide industrial training for children who had completed the secondary education course but were not willing to study further. Unemployment should be banished from the land. In conclusion he urged that the immediate demands of the press workers in India were the fixing of a 40 hour-week and the grant of privileges in respect of leave and pension on the basis enjoyed by Government servants.

The annual report of the All-India Press Workers' Federation was presented to the conference by Mr. R.R. Pednekar. The report detailed the activities of the various Press Workers' Unions in India started before and after the Federation came into existence.

Resolutions.- (1) Amelioration of Labour Conditions.- The first resolution stated that, whereas the Indian National Congress had abandoned the struggle for independence and had taken to constitutional opposition from within, and whereas acceptance of office, though in the name of wrecking from within, amounted to working the constitution and participating in the exploitation of the masses, and such deadlocks would not take them nearer to the goal of national independence, the conference was bound to call upon anti-imperialist organisations and groups to rally round a united front programme and to form Committees of Action in towns and villages to demand, among other things, fixation of standard wages for workers according to the rates prevailing in 1927, reduction of working hours to eight in the day and six in the night, provision of maternity benefits for women workers, reduction of rents and taxes, prevention of ejection of peasant workers from lands, and the provision of unemployment relief at the rates of Rs. 8/- per head in cities and Rs. 6/- per head per month in rural parts.

(2) Need for a Workers' and Peasants' Republic.- The second resolution declared that the world was on the brink of a series of imperialist wars for the redistribution of colonies and that it was the duty of the exploited masses in every country to utilise the crisis for over-throwing the regime of the exploiters and for establishing a free Workers' and Peasants' Republic.

(The Hindu, 6-1-1936)

(Report of the 1st session of the All India Press Workers' Conference, held at Lucknow in 1934, was given at pages 58-59 of our January 1935 report). +

11th Half-Yearly Meeting Between A.I.R.F. and the
Railway Board, New Delhi, 13 & 14-1-1936. +

The 11th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation was held at New Delhi on 13 & 14-1-1936. The delegation of the All India Railwaymen's Federation was headed by Mr. Jamnadas Mehta and included Mr. S.C. Joshi, Mr. R.R. Bakhle, Mr. V.V. Giri, Mr. S. Guruswami, and eight others. The Railway Board was represented by Sir Guthrie Russell, the Chief Commissioner, Mr. P.R. Rau, Financial Commissioner, and others. The Federation submitted a memorandum to the Railway Board on the more important of the items on the agenda, a summary of which is given below:

1. Hours of Employment Regulations and Intermittent Workers.-
Under Hours of Employment Regulations, there is no provision for recording the periods of inaction every day in each hour of duty for intermittent workers. This provision is essential. The definition of "essentially intermittent" work under Subsidiary Instructions works as a hardship. The definition should provide for a formula of equating "periods of inaction" to $\frac{3}{4}$ of "continuous" work or the formula of considering passage of 4 trains either way in a shift as equivalent to continuous work may be adopted. This was adopted on S.I. Railway.

"Essentially intermittent" workers constitute about 18 to 20 per cent of the staff where Regulations are enforced. Most of them are required to be on duty for a major part of the day. Their services are mostly "on calls". On the E.I. Railway, only 8,500 out of 13,000 intermittent workers are housed in railway quarters near their places of work. In view of ^{the hours} 364 of duty they perform in a month and as they do not get any credit for the time taken ^{to for} ~~to~~ ^{journeys between} ~~to~~ their place of work and place of residence, railway quarters or credit for the loss of time should be given.

Overtime.- The basis of calculation of overtime under the Rules is unsatisfactory. It is submitted that all work excess of normal roster should be credited for overtime. The practice of giving compensatory "offs" for overtime worked instead of remunerating the staff is being increasingly resorted to on most of the Railways. According to the spirit of the Act, overtime work should be compensated for by payment and breach of authorised rest by suitable periods of rest.

Appointment of 'Geneva staff' as on certain divisions of the E.I. Railway should be extended to all areas where the Hours of Employment Regulations are in force.

Trade Unions to have Access to Rosters.- Trade Union representatives should be given direct access to all rosters that are required to be prominently displayed under the regulations, as Unions have no means of verifying complaints from the staff regarding hours of work.

Extension of Hours of Employment Regulations.- The Hours of Employment Regulations should be extended to the N.S. Railway and the Jodhpur Railway at an early date as their financial position is not bad.

II. Recruitment of Staff.- While more than 10,500 retrenched ^{men} and 5,000 G.I.P. ex-strikers are awaiting re-employment, more than 18,000 persons without any previous railway experience have been recruited on the ground that suitable men in the waiting lists were not available. The present procedure keeps those in waiting lists ignorant of the occurrence of vacancies except such as are officially intimated to any individual. No person who was not an ex-employee should be recruited on a permanent basis and every vacancy ^{should be} kept open for two months, during which time the concerned Unions may be informed of the occurrence of vacancies to intimate ~~to~~ the men concerned ~~about~~ the same.

An Employment Bureau which meets periodically to consider the claims of the retrenched should be constituted in all railways and union representatives given access to all information about vacancies in all departments. This experiment worked successfully in the B.N. and M. and S.M. Railways wherever tried. Constitution of such Employment Exchanges would go a step forward ~~in~~ fulfilling the ~~all~~ obligations incurred by the Government of India by ratifying the Washington Unemployment Convention. A Central Exchange to co-ordinate the ~~all~~ activities of local Exchanges should be constituted. Weekly Gazettes of the Railways should publish every month statistics of vacancies under various heads.

III. Discipline and Rights of Appeal.- The new rules do not allow an employee the benefit of an enquiry for a contemplated discharge as in the case of contemplated dismissal provided in Rule 7. The procedure laid down by the Whitley Commission in respect of disciplinary actions has not been adopted.

IV. State Railway Provident Fund Rules. - The present State Railway Provident Fund Rules, according to the Railway Board, give unfettered right to an employee to ignore his family in the disposal of his assets in the Provident Fund. The Federation desires that the Act should be amended to remove all doubts and protect the rights of the family, including widow, children and other dependants, against being completely denied any share under any circumstances.

The Act permits compulsory deposits being utilised as Life Insurance premia. The Federation desires that this may be allowed.

The Board have rejected the Whitley Recommendation to permit all staff to be members of the Fund. The present Rules do not permit 'menials' whatever be their pay and in some cases, inferior staff, even from being voluntary members of the Fund. These restrictions should be removed so as to make no difference between 'menial' and 'non-menial' staff.

V. New Scales of Pay.- The official enquiries conducted by the East Indian, ~~and~~ Eastern Bengal, and ^{Madras &} Southern Mahratta and the South Indian Railways for the Whitley Commission have revealed the fact that, in regard to staff drawing less than Rs. 50 p.m., for maintaining even a very low standard of living an average railway worker's family would have to incur an expenditure of more than Rs. ~~4~~ 30 to Rs. 50 per mensem. In the circumstances introduction of new lower scales like Rs. 13, and Rs. 16 on the M. and S.M. Railway is unjustifiable. All new scales affecting low-paid staff should be suspended. The Government of India, in introducing new scales of pay for the Postal Department have accepted the principle of standard scales classifying places in India and Burma into three different categories. The Federation submits that similar standard scales should replace the present widely differing rates of different railways ~~though~~ running through same territory.

VI. Consolidation of Allowances.- For staff like crew and other ticket checking staff, ~~Engineering~~ carpenters, travelling stores delivery staff, traffic letter delivery staff, traffic relieving staff, etc. the previously drawn allowance like running allowance of relieving allowance or travelling allowance have been either withdrawn or consolidated. In consolidating allowances, the staff have been subjected to monetary loss. The Board have stated that their policy is not to reduce the emoluments of the existing staff for the same work done. The Federation submits that consolidation of allowances should not be made in respect of low paid staff and the policy regarding new scales of pay should apply to allowances also.

The following is a summary of the proceedings of the meetings taken from a communique issued by the Railway Board with the concurrence of the A.I.R.F.

In opening the proceedings, Sir Guthrie Russell, Chief Commissioner of Railways, welcomed the delegates. Before proceeding with the agenda of the meeting, the Chief Commissioner of Railways informed the Federation that some of the subjects discussed at the last meeting were still under correspondence with the Agents of Railways concerned and that the Federation would be informed of the Railway Board's decisions as soon as possible. The Chief Commissioner then referred to the fall in earnings and added that there was likely to be a deficit in the railway budget again this year and that the Railway Board were not in a position to liberalise

the existing rules or to grant more concessions to the staff, but that any cases of real hardship that the Federation could prove the Railway Board would be prepared to consider.

Hours of Employment Regulations.- As regards the points raised by the Federation in their memorandum regarding the question of Hours of Employment Regulations, the Chief Commissioner of Railways said that it was impracticable to prepare a daily record of periods of inaction of each intermittent worker on account of the cost and labour involved, but if the Federation submitted concrete cases and could prove that staff were wrongly classified as intermittent workers the Railway Board would consider them; but they could not possibly agree to allow members of Unions as such to have access to rosters.

As regards the classification of intermittent workers, the X Chief Commissioner replied that the question was actually considered at the time of the issue of the Hours of Employment Regulations and it was not found practicable to adopt equated hours. The question of examination of the classification of staff received continual attention of the Supervisor of Railway Labour and his Inspectors and the classification was changed wherever necessary.

As regards the practice of compensatory 'offs' for over-time, the Chief Commissioner of Railways pointed out that this was covered by certain provisions of the Indian Railways (Amendment) Act, 1950. The Federation submitted that the rate for overtime work should be the same for continuous and intermittent work. The Chief Commissioner stated that overtime work must be paid at the hourly rate in proportion to the hours of work and that the Railway Board could not agree to the same rate being paid to continuous and intermittent workers. The Federation contended that on completing the statutory maximum of working hours both the categories of employees would be in an equal state of fatigue, but the Chief Commissioner of Railways did not agree with this contention.

On the question of providing quarters for intermittent workers or counting the time taken by them to and from their place of work and their houses as 'on duty', the Chief Commissioner replied that the present Rules explicitly lay down that the time consumed for the to and fro journeys cannot be counted as on duty and that the Railway Board cannot relax the rule. The Chief Commissioner also referred to the policy of the Board which was to give quarters to those who were required to live near their place of work, and added that it was never intended to give quarters to workshop staff.

The Chief Commissioner, replying to the question of the "Geneva Assistant Station Masters" appointed for the purposes of weekly rest, said that the criterion was whether the staff under the Hours of Employment Regulations got their weekly periods of rest or not and not the method which was adopted to give them this weekly rest. If the Federation would put up specific cases in which the provisions of the Regulations were not complied with the Supervisor of Railway Labour would be asked to look into them.

The Federation said that difficulty arose in connection with the double duty and if the staff concerned could be given a calendar day off it would help matters. In this connection they referred to paragraph 21 of the Annual Report on the working of the Hours of Employment Regulations by the Supervisor of Railway Labour for the year 1933-34, wherein it was stated that the progressive modification of rosters had been made so as to allow employees a calendar day's rest instead of the legal minimum of twenty-four ~~x~~ consecutive hours and this had been attended with excellent results. The Chief Commissioner of Railways agreed to a calendar day's rest being allowed to ~~the~~ staff instead of the legal twenty-four consecutive hours 'as far as possible' without incurring additional expenditure.

As regards the extension of the Hours of Employment Regulations to the N. S. and Jodhpur Railways, the Railway Board said that the Indian Railways (Amendment) Act, 1930 was not applicable to railway servants who were subjects of Indian States working on railway lands within Indian States where jurisdiction over such lands had not been ceded to the British Government; ~~but~~ where it was otherwise the Railway Board would examine the suggestion.

Retrenched Staff.- The question of recruitment of retrenched staff ~~is~~ so far as it related to State-managed Railways was next discussed. The Chief Commissioner pointed out at the outset that it was merely the Federation's inference that the obligation was not being fully carried out. He added that so far as State-managed Railways were concerned he was satisfied that the policy of the Government had been actually carried out in effect. As regards ~~the~~ Company-managed Railways, he referred to the original orders under which the Company-managed Railways were invited to follow the instructions issued for the guidance of State-managed Railways as the former under their contracts enjoyed considerable freedom in matters of administration.

The Federation also suggested that Employment Bureaus be started on the lines of those which were stated to have existed on Bengal Nagpur and Madras and Southern Mahratta Railways. The Chief Commissioner of Railways said that the Railway Board could not agree to this course, nor could the Board agree to give access to representatives of unions as such to official documents. The Chief Commissioner, however, agreed that the Federation may forward to the Railways concerned names, designations and addresses of retrenched staff and also agreed to discuss this question further with Agents of State-managed Railways in March 1936.

Discipline and Rights of Appeal.- Rules regulating discipline and rights of appeal of non-gazetted railway servants, so far as they related to State-managed Railways were next taken up. The Chief Commissioner of Railways stated that the new rules had been in force for a very short time and the Railway Board were not prepared to liberalise them unless it was proved, after the Rules had been in force for a reasonable time that any of them caused hardship.

He added that right of appeal to the Railway Board had been allowed in cases where an Agent passed the original orders imposing any penalty and that provision had also been made in the rules for facilities being given to the employees concerned to prepare the defence in cases other than dismissal. The Chief Commissioner of Railways also stated that the Railway Board could not possibly allow a representative of the Union as such to accompany the worker.

New Scales of Pay.- The next subject discussed was the new scales of pay for inferior staff and low paid workers so far as they related to State-managed Railways. The Chief Commissioner said that while old scales of pay were based on imported labour (recruitment overseas) the new scales of pay which were for men in their own country were reasonable remuneration for the work done. In preparing these scales the employees were given generally a somewhat higher wage than that paid by private employers in or about the same locality.

The Federation quoted from certain family budgets prepared in connection with the supplementary information required by the Royal Commission on Labour, and stated that a large percentage of workers had a continuous deficit in meeting their domestic expenditure from their wages and they were constantly in debt as a result. The Chief Commissioner of Railways replied that he was not convinced that the revised scales of pay were inadequate nor did the Railway Board accept the accuracy of the family budgets which were prepared at that time. If the Federation prepared a detailed memorandum bringing out their points and submitted it, he would consider it. The Federation agreed to submit a memorandum.

आवृत्त स्टाफ्फ् स्विचमेन्ट्.-

(The Hindustan Times, 14 & 16-1-36)*

2nd All India Congress Socialist Conference,

Meerut, 1936.

The second session of the All India Congress Socialist Conference was held at Meerut on 19 & 20-1-1936 under the presidency of Mrs. Kamaladevi Chattopadhyaya. Mrs. Chattopadhyaya devoted the major portion of her presidential address to an exposition of the Party's relation with the Indian National Congress and expressed the opinion that the Congress, by keeping in its fold zamindars, land-owners and employers of labour and by welcoming unity with other rights and political organisation, was betraying the cause

of labour. She also expressed herself definitely against India participating in any war.

The following is a summary of the more important resolutions adopted by the Conference:-

A Socialist State - The Objective of Indian National Congress.- An important resolution moved by Swami Sampurnanand and adopted by the Conference stated that the constitution of the Indian National Congress should be amended as to include adequate representation of exploited classes, such as workers and peasants and should have as its objectives ~~to~~ complete independence, ensuring power for the producing masses (including brain workers), (2) nationalisation of key industries, mines, banks etc., (3) abolition of landlordism and Indian States and (4) cancellation of debts.

Organisation of Peasants Party.- On the motion of Mr. Mohan Lal Gautam, a resolution was passed calling Provincial branches of the Party to organise peasants in their area and to send delegates to the forthcoming (1936) Lucknow Kissan (Peasants) Conference.

Socialist Party's Election Programme.- Another resolution laid down the following as the Party's election programme:

1. Abolition of the present land revenue system and its replacement by a graduated income-tax on agricultural incomes of Rs. 500 and above.

2. Abolition of landlordship and other forms of intermediaries between the State and the cultivator and the abolition of feudal and semi-feudal institutions.

3. Income from rural areas to be substantially spent on development of rural areas.

4. Introduction of a minimum monthly wage of ₹ at least Rs. 30, a 40-hour week and grant of adequate housing, better conditions of work, unemployment and other forms of social insurance, as also of one month's leave with full pay every year.

5. Refusal of protection to industries where the minimum demands of the workers are not guaranteed.

6. Liquidation of debts of peasants and workers, both manual and intellectual.

7. Freedom of association, press, speech and organisation.

8. Provision of compulsory and free primary education and increased facilities for vocational, technical and higher education.

The text of some of the other important resolutions adopted is given below:-

Unemployment.- This Conference is of opinion that unemployment is inherent in the capitalist structure of society. It appeals to the unemployed middle class to join hands with the employed

workers and peasants to establish social ownership over the means of production. As an immediate basis of agitation, this Conference suggests such minimum demands as : (a) Unemployment insurance of Rs. 15 per month, (2) free supply of milk for every unemployed's child, (3) free housing accommodation for the unemployed and (4) construction of public works such as irrigation and drainage schemes, slum clearance to provide employment to ~~the~~ unemployed workers and (5) free compulsory primary education,

Amendment of Congress Constitution.- This Conference recommends to the Executive of Party to sponsor a resolution in ~~the~~ the next Congress session embracing, inter alia, the following points for the amendment of its present constitution with a view to its democratisation and to enable the masses to voice their demands through it:-

(1) The clauses relating to proportion of rural and urban representation be dropped. (2) Clauses relating to manual labour franchise and to compulsory wearing of Khaddar by office-bearers, candidates and members of elected committees of the Congress to be deleted. (3) Functional representation of workers and peasants, in consultation with the All India Trades Union Congress and Peasant organisations be provided. (4) Local organs of the Congress be enlarged and given larger powers of control, direction and initiative, and (5) Previous nomination of candidates for Presidentship of the Congress and declaration by them of their programme for the year to be arranged.

Relief of Indebtedness.- In view of the abnormal fall in prices and the corresponding increase in the burden of the peasantry, this Conference urges the immediate cancellation of arrears of rent, revenue and debts and reduction of rent and revenue by at least 50 per cent. This Conference further calls upon Provincial branches of the Party to observe an "All India Rent and Revenue Reduction Day" on a date to be fixed by the Executive Committee of the All India Congress Socialist Party.

Congress and the New Constitution.-This Conference expresses its emphatic opinion that whereas it is the inalienable right of the Indian people to frame their own Constitution, and whereas the new Constitution, as embodied in the Government of India Act, is thoroughly reactionary and retrograde and seeks to intensify the exploitation of the masses and strengthen imperialism by granting concessions to the upper classes at the cost of the overwhelming majority of the population and use them to thwart the working of the popular will, the only course open for the Congress is to adopt such measures as will make the working of that Constitution impossible.

With a view to this the Conference is of opinion that:

(a) In ~~the~~ Provinces where the Congress secures a majority it should abstain from forming ministries as that would, among other things, be a step towards the working of the constitution, and

create confusion in the ranks of the Congress and false illusions among the public and divert or dissipate the forces of direct action.

(b) In Provinces where the Congress fails to secure a majority it should use the Councils on the one hand for obstructing and exposing all anti-national measures and on the other hand as platforms for propaganda, particularly for voting the fundamental and immediate economic demands of the masses formulated by this Conference.

This Conference decides that a campaign be launched in furtherance of the policy adumbrated above and invites the co-operation in such a campaign of the Anti-Ministry Committee of Congressmen and the All-India Trade Union Congress.

The Conference appeals to delegates to the Lucknow Session of the Congress (1936) to support the policy set out in this resolution and to secure its acceptance by the Congress.

(The National Call, 22 & 24-1-1936)†

Conference of Representatives of Peasants'

Organisations in India, Meerut, 16-1-1936. †

A conference of the representatives of Kisan (Peasants) Organisations in India was held at Meerut on 16-1-1936 under the presidentship of Mrs. Kamaladevi Chattopadhyaya. Speeches were made at the Conference declaring that the object of the peasants' movement is to secure complete freedom from economic exploitation, and to achieve full economic and political power for peasants, workers and all other exploited classes. The main task of the Kisan association, it was stated, should be the organisation of peasants to fight for their immediate economic and political demands in order to prepare them for their emancipation from every form of exploitation. ~~It is to stand~~ It is to stand for the achievement of ultimate

economic and political power for the masses through their active participation in the nationalist struggle for winning complete independence.

The Conference, recognising the urgent need for organising an All India Kisan Conference appointed a committee to organise the Conference at Lucknow in 1936, to co-ordinate and guide the activities of the various provincial peasants' organisations, and to bring into existence at the earliest moment an All India Kisan Congress. It was decided to submit a report on the work so far accomplished by the provincial organisations to enable the forthcoming Lucknow Conference, to gauge the situation, and to take necessary measures. Delegates from several Indian provinces, including Prof. N.R.anga, secretary of the Peasants' Group in the legislative Assembly, were present at the Conference.

(The Hindustan Times, 17-1-1936) +

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Intellectual Workers.

Compulsory Leave As Alternative to Retrenchment:

Garhwal District Board's Decision re. 900

Primary School Teachers. ✓

An instance of employees, in this case teachers in primary schools, being compelled, owing to financial considerations, by the employers to take compulsory leave for a stated period as an alternative to the closing down of several schools and retrenchment of teaching staff is reported from Garhwal District in the United Provinces. The circumstances leading to the issue of the order re. compulsory leave are as follow:

For some time past the District Board, Garhwal, U.P. has been experiencing difficulties in balancing the budget of the primary schools under its control. As measures of economy the graded promotions of the primary school teachers had been held in abeyance for a considerable time and the pay of these teachers had been further cut down by 5 per cent. The Garhwal District Board, it appears, had recently received definite orders from the local Government to restore the practice of graded promotions, and to abolish the 5 per cent cut forthwith. An examination of the increased expenditure that would be entailed, ^{if} the system of graded promotions were to be restored and the 5 per cent cut in the pay of teachers discontinued showed ~~x~~ that a minimum sum of Rs. 10,000 would be needed to meet these contingencies. The abolition of a large number of schools and the dismissal of a number of teachers with a view to overcoming the financial difficulties would, on

the other hand, threw several men out of employment, and be disastrous to ~~the~~ primary education ⁱⁿ of the district. Nevertheless, with a view to ease the budgetary position, a member of the District Board at first brought forward a resolution urging the closing down of 46 primary schools. The District Board, after thoroughly going into the question, dropped the resolution and issued orders in the first week of January 1936 instructing all teachers working in the primary schools controlled by the Board either to forgo 18 days' pay in a spirit of patriotism, or, in the alternative, to avail themselves of 18 days' compulsory leave without pay before March 1, 1936. The number of teachers affected by the order is over 900.

(The Statesman, 5-1-1936) +

The C.P. Debt Conciliation (Amendment) Bill, 1936. +

Reference was made at pages 45-46 of our January 1936 report to the passing of the C.P. Debt Conciliation Act, 1933. The C.P. Government have published at pages 17-18 ^{U.P. Govt. Gaz. 10-1-36} a bill, to be introduced in the local Legislative Council, to amend the Act. The following is the Statement of Objects and Reasons appended to the Bill:

The civil courts have set aside a number of agreements for debt conciliation made under section 12 of the Debt Conciliation Act on more or less technical grounds. These cases indicate the necessity for a more unequivocal provision for debarring the jurisdiction of civil courts.

Participation by a secured creditor in an agreement under section 12(1) of the Debt Conciliation Act extinguishes his mortgage lien on the assets of the debtor and places him on a par with the unsecured creditors who are parties to the agreement. Secured creditors therefore are averse to the conciliation of their debts, and particularly in view of section 15(1), often hasten to obtain a decree from the civil court after their debtors have made an agreement with other creditors. This in practice nullifies many agreements. In order to remove the present hesitancy on the part of secured creditors and to facilitate the conciliation of secured debts on a larger scale, it is considered necessary to amend the law to keep the mortgage lien of secured creditors unaffected by the agreement in such cases.

The proposed amendments will secure these objects. +

Employment and Unemployment.

Organisations of Unemployed Formed at Jwalapur
and Negapatam. +

Recently a League of the educated unemployed was formed at Jwalapur, United Provinces, with the object of fighting the unemployment menace and to bring pressure on the Government and the public to take adequate steps for solving the problem. Mr. R. Swaroop is the Organising Secretary of the "Educated Unemployed League", Jwalapur. The League, it is reported, will start its work soon with the collection of statistics of the unemployed. Branches of the League, it is also announced, will be opened at Meerut and Benares at an early date.

(The Hindustan Times, 4-1-36)

In order to concert measures for relieving the unemployment problem, some of the leading citizens of Negapatam, Madras Presidency, held a meeting on 29-12-35. Mr. V.Srinivasa Iyengar explained the urgent need for giving some relief to the unemployed workmen in villages and towns, and suggested the revival of village industries to solve the unemployment problem.

It was resolved that an association, on the lines of the All-India Village Industries Association be formed for Negapatam. Mr. A.M.P.Subbaraya Chettiar was elected President, Messrs. V.Srinivasa Iyengar and V.Aiyaswami Aiyar were elected Secretaries and an executive committee was formed.

(The Hindu, 31-12-35) +

U. P. Unemployment Committee Report - 1935* +

Reference was made at page 46 of the Report of this Office for November 1934 to the appointment of the U.P. Unemployment Committee with Sir Tej Bahadur Sapru as Chairman. The terms of reference were "to go into the question of unemployment among educated young men, and to suggest practical ways and means for reducing the same". The public sittings of the Committee were held from 10-1-1935 to 17-4-1935 and altogether 30 official and 97 non-official witnesses were examined. The report was released to the public in January 1936 (A copy of the Report was forwarded to Geneva with this Office's minute D.1/133/35 dated 30-1-1936).

The report begins with an account of the previous investigations in India relating to unemployment and the debates in Indian legislative bodies on the subject. It then proceeds to review the employment conditions prevailing in the more important professions ^{and classes of employees:} (a) Civil Engineers, (b) Mechanical and Electrical Engineers, (c) Graduates in Mining and Metallurgy, (d) Chemists, (e) Products of the Harcourt Butler Technological Institute, Cawnpore, (f) Bachelors of Commerce, (g) Medicine, (h) Public Health, (i) Subsidiary branches of Medicine - (1) Pharmacy, (2) Dentistry, (j) Law and Legal Education, (k) Accountancy, Architecture, Librarianship, Insurance, Secretarial Work, Veterinary

* Report of the Unemployment Committee United Provinces 1935.- Allahabad: Supat, Printing and Stationery, U.P., 1936 -pp.398

Surgery, and Journalism; (B) Government Service; (C) Agriculture, and (D) Industries. The educational system in the United Provinces - in primary, secondary, and university stages, as also the facilities for technical, industrial and vocational education are then reviewed. Part V of the report deals with the educational systems in foreign countries and the incidence of unemployment among the educated in those countries. A number of notes by the Chairman and certain members of the Committee, as also eleven appendices are included.

The following is a brief summary of the more important findings in the Report:-

Unemployment Statistics.- Unemployment statistics, relating to educated young men, should be maintained by Government, the Universities, the Education Department, and other Departments and Local Boards.

Professional Studies.- A number of recommendations are made with a view to increasing the scope for employment in the learned professions— engineering, mining and metallurgy, commerce, medicine (including subsidiary branches - pharmacy and dentistry), public health, and law. With regard to law, the most overcrowded profession in the Province, the Report recommends that lawyers should be divided into two distinct and exclusive classes: (1) counsels, and (2) drafters, of legal documents. Recommendations are also made for improving the quality of legal education; for this purpose, the law course, it is recommended, should be extended to three years.

Government Service.- (a) Facilities for greater employment.- It is pointed out that certain Government departments, like the judicial department, are overworked. Provision of more posts in such departments, as also development of engineering and medical departments, is recommended. In the Settlement Department alone some 2000 to 3,000 employees have been retrenched; a graduated scheme of restoration of posts in departments where heavy retrenchment has been effected is recommended.

(b) Conditions of Recruitment. (1) University Qualifications not Needed for Subordinate Services.- Except in regard to those appointments, for which university education is necessary or useful, Government must prescribe their own standards for subordinate services and recruit new men, either through competitive

examination, or by selection, according to the needs of each department.

(2) Lowering of Age-Limit.-In regard to the subordinate services, which attract by far the largest number of young men, the age-limit for entrance should be reduced. This will prevent a great deal of wastage at the universities, by enabling young men, after the completion of their secondary school education, to enter life, without the necessity of possessing university degrees.

(3) Public Service Commission.- The early appointment of a public service commission is recommended.

(4) Local Self-Government Service.- A local self-government service should be created, and appointments, which are at the present moment made by municipal and district boards, and in ~~many~~ regard to which there is very unhealthy canvassing, should, in future, be filled up out of a waiting list of candidates, maintained by the Ministry of Local Self-Government.

Agriculture as a Profession: (1) Agricultural Colonies.- It is extremely doubtful whether the schemes of colonization, which have been taken in hand, will make any appeal to that section of the educated classes, which has no connection with land; such schemes may be helpful in removing unemployment, in the case of those among the educated classes, who belong to the agricultural community.

(2) Subsidiary Industries.- It is very doubtful whether subsidiary industries, such as fruit-growing, dairy-farming, market gardening, floriculture, sericulture, poultry-farming, canning, pisciculture, spinning and weaving, carpet-making, clay-modelling, rope-making, pottery, ~~and~~ cattle-breeding will attract a large number of educated men, unless they are adequately trained and financed, or subsidised for such industries, though several of these industries can be and should be developed with advantage to the country.

(3) Educated Men as Farm Managers.- There is scope for the employment of educated men as farm managers and as estate managers, provided proper training is given to young men, and arrangements are made, for giving them opportunities to acquire practical knowledge of these subjects.

Industries. (1) A detailed industrial and economic survey of these provinces should be made, with a view to find out what industries, big or small, can be developed; (2) Industrial research workshops should be established, and, if possible, they should be located at different university centres; (3) For the proper organization and development of small industries, Government should take steps to collect authoritative information in regard to the running of small industries in Japan and in European countries; (4) The

recommendations of the Industries Re-organisation Committee ^{regarding the} special attention ~~that~~ should be paid to the marketing of the products of cottage industrialists, giving them expert advice, and carrying on ~~the~~ experimental research work, should be given effect to; (5) Steps should be taken - (a) to bring qualified educated men into touch with commercial houses for employment; and (b) to foster and encourage the organisation of co-operative stores, wherever possible, employing educated men who have received proper training in salesmanship, etc.

Industrial and Vocational Education.- (1) Regarding industrial training, the Report recommends: (a) that there must be adequate facilities for industrial training; (b) that, in addition to fully staffed and well-equipped central schools and commercial extension courses, arrangements should be made, for giving an industrial bias to the training, imparted at general educational schools; (c) that arrangements should be made with firms, factories and master-craftsmen, for taking students as apprentices, suitable fees being paid to them for the purpose; ^{and} (d) that elementary industrial schools for boys, and tuitional classes for artisans, should be maintained.

(2) An agency must be created for placing the products of these technical schools, and for establishing them in new careers. Without this, the multiplication of the industrially and vocationally trained young men, who cannot settle down in life, may accentuate the problem of unemployment.

Placing by Vocational Experts.- Regional vocational guidance authorities, consisting of teachers and representatives of other interests, such as commerce and industry, should be created, by the Ministry of Industries. ~~xx xx~~ The vocational guidance authorities should not only ~~xx~~ take an interest in vocational education, but should also be under an obligation to establish contacts with educational institutions and actual industries of the locality or the neighbourhood and to help the products of such schools in securing employment in such industries.

Guidance to Careers.- Parents should be advised in regard to the intellectual capacity of their boys and their suitability for certain careers. If there are no psycho-technical experts available among the head-masters or school masters, who have made a study of modern ~~x~~psychological methods, in the field of educational and vocational guidance, then one or two experts should be engaged, for a temporary period, from England, who would give the necessary training to ~~our~~ school masters, or, in the alternative, two or three school masters from India should be deputed to England, or other foreign countries, for the study of these methods.

Recommendations re Education.

(A) Primary Education.- While it should be the aim of primary education to remove illiteracy, it should also be its principal aim to qualify boys, to become better agriculturists and more useful members of village communities. Primary education should be brought more into line with rural needs and agricultural conditions, and enable boys, reading in primary schools, to become more efficient members of the agricultural community. The age-limit, for the purpose of primary education, should be raised to 12 or 13 and every child should remain at school for at least six years. If this is done, primary education will not only become more efficient, but also find employment for a number of teachers.

(B) Secondary Education.- The High School Examination should have two kinds of certificates — one certifying completion of the course of secondary education and qualifying for admission to industrial, commercial and agricultural schools, and the other qualifying for admission to Arts and Science intermediate colleges. The Intermediate course, if the High School course is curtailed by one year, should be extended to three years, and should be of four parallel types: (1) Industrial, (2) Commercial, (3) Agricultural and (4) Arts and Science. Secondary schools should provide much more diversified courses of study, care being taken to give more practical than theoretical education to the boys. The industrial courses in secondary schools should aim at giving technical training, of general character, designed to develop skill of hand and eye and cultivate practical aptitudes, so as to predispose them towards industrial life.

(C) University Education.- No arbitrary limit for the admission of students into the universities should be prescribed, in view of the recommendations of (a) secondary education, (b) technical ~~education~~ and vocational education and (c) reduction of age-limit for the appointment to subordinate Government service, etc., which will have the effect of automatically reducing the number of students at the universities. There should be greater strictness exercised in the matter of admission. The universities should be under no obligation to take in men, who have passed their Intermediate Examination, or School Leaving Examination, in the third class, except in rare instances. While education in what are called humanities should not be discouraged, greater stress should be laid on scientific and vocational education. So far as research work conducted at the universities is concerned, universities should study the need of industries, and encourage such research, in particular, as may be of practical use to the industries. Steps should be taken to establish contacts between the science departments of the various universities and industrialists and businessmen, and such departments should also undertake research, which may prove to be helpful to the industries, or to the economic development of the country.

Boards of Employment.- An Appointments Board for the graduates of all the five universities in the United Provinces, including the products of such institutions as the Harcourt Butler Technological Institute, the Agricultural Colleges at Allahabad and Cawnpore, and the Engineering College at Roorkee, should be established, more or less modelled on the Appointments Board at Cambridge. Similarly, there should be a Board created, for the products of secondary schools, intermediate colleges, vocational schools, medical and agricultural schools and industrial schools. These Boards should be required to collect statistics of employment, among the graduates, of the universities, and the products of secondary schools, and intermediate colleges, etc.

Public Health.

Health Conditions in Asansol Coal Mines, 1934-35.* †

The following information regarding health conditions in the Asansol Coal Mines is taken from the Annual Administration Report of the Asansol Mines Board of Health for the year 1934-35. The area of the mining settlement under the jurisdiction of the Board of Health is 413 square miles. The population in the middle of 1934 was 400,010, of which 47,659 were living in municipal areas and 335,021 were in other areas.

Vital Statistics.— During the year under review 11,133 births were registered in the settlement against 11,986 in the previous year. The birth-rate per 1000 of population was 29.1 as against 31.3 in the previous year. The corrected birth-rate on the estimated population is 27.8 in 1934 as against 30.3 in the preceding year. The fall in birth-rate is due to the after-effect of Malaria which broke out in epidemic form in the previous year almost throughout the Mining Settlement.

The number of deaths registered during the year was 8,567 as against 6,989 in the preceding year, the death-rate being 22.3 against 18.2 per 1000 in 1933. The corrected death-rate on the estimated population was 21.2 in 1934 against 17.7 per 1000 in 1933.

Infant Mortality.— 1876 infants under 1 year died during the year giving an infant mortality rate of 169.4 per 1000 births against 136.6 in the preceding year. The one single factor contributing to the rise in mortality among infants is the large scale prevalence of epidemic Malaria in the previous year.

Principal Causes of Death.— Fevers (including Malaria) were responsible for 3,595 deaths, pneumonia for 532 deaths, respiratory diseases for 506 deaths, Dysentery and diarrhoea for 454 deaths and cholera for 151 deaths. There were 3,331 deaths due to other causes.

Anti-Leprosy Measures.— The year under report marked a definite progress in the anti-leprosy campaign initiated by the Board of Health. Leprosy Relief Association—constituted in 1933—with its twelve divisions operated over an area comprising two-thirds of the Mining Settlement. The Association worked in collaboration with the Board's Leprosy Department and the work of all the divisions was

* Annual Administration Report of the Asansol Mines Board of Health for the year 1934-35 -1935. - pp. 40-XLVI, *Sanaswally Press, Asansol.*

was co-ordinated by a central Executive Committee—the Leprosy Board. The campaign aims at detailed survey and investigation, cure of non-infectious cases, treatment of early infectious cases in order to arrest the disease and make them non-infectious, segregation of infectious cases so that they may not infect the healthy, and, finally, education and mobilisation of public opinion into an organised effort to fight out the disease.

A Leper-Day was celebrated on the 19th November, 1934, in all Divisional areas. A re-organised scheme for ^{the} anti-leprosy campaign aiming at better co-ordination of the activities of the Board of Health and of the Leprosy Relief Association and providing for 2 more clinics was sanctioned towards the end of the year.

Health Propaganda.— Health propaganda received due measure of attention throughout the year. The ultimate object is to raise the level of public opinion and public knowledge on health matters and to teach people to follow approved methods of hygiene not because they are told, but because they have learnt by experience and believe that they are right. Attempt was made throughout the year to approach all classes of people and from as many angles as possible with a view to present a picture of health and disease. Thus, boys were given training in first-aid and ambulance work and taught principles of rural sanitation. Girls were given training in first-aid, home-nursing and mother-craft, and taught principles of personal and domestic hygiene. Lectures on health and hygiene were delivered by Sanitary Assistants in Primary schools. Among the workers, miners were given training in ambulance work; working mothers were invited to attend mothers' classes and health talks, baby-shows, and home-nursing demonstrations. In addition, lantern ~~x~~ lectures were given on health and disease ^{and} special propaganda on malaria and leprosy ~~was~~ conducted. Many travelling health exhibitions were also organised. The ~~x~~ Propaganda Officer visited 32 collieries and 164 villages during the year and delivered 241 lantern lectures. He supplemented the work of the epidemic staff by house-to-house visits and health talks. His services were much in demand in organising the anti-leprosy campaign throughout the Mining Settlement.

Maternity and Infant Welfare. - Three Maternity and Infant Welfare Centres were maintained by the Board for the benefit of working mothers and their babies—the centres being situated near important groups of collieries and were managed by trained Health Visitors under the supervision of a Lady Superintendent. There was an additional staff of three junior health visitors for three other areas.

(The Report of the Asansol Mines Board of Health for 1933-34 is reviewed at pages 78-80 of our December 1934 report).

(A copy of the Report of the Asansol Mines Board of Health for 1934-35, reviewed above, was forwarded to Geneva with this Office's minute D.1/ 34 /36 dated 9-1-1936).

Health Conditions in Jharia Coal Mines, 1934-35.* †

The Annual Report on the Working of the Jharia Mines Board of Health for the year 1934-35, published by the Government of Bihar and Orissa, gives the following details regarding health conditions in the coal mine area in Jharia.

Jharia Mines Settlement.- The estimated population for 1934 (excluding Dhanbad Municipality) is 521,243. The estimated population is arrived at by applying the annual increment to the last Census figures. There were 14,172 births during 1934 as compared with 16,112 in 1933. The rate of birth per million was 27.19 against 31.21 in 1933. The death rate showed an increase by 4.93, there being 9,521 deaths as against 6,886 in 1933. The rate of increase of population, i.e. the excess of the birth-rate over the death rate was 8.92 in 1934, as compared with 17.87 in 1933 and 17.01 in 1932.

Colliery Population.- According to the report the average daily labour force employed in 1934 was 57,265 as compared with 52,352 in 1933. Of these, 33,474 men and 4,854 women were underground workers and 14,119 men and 4,818 women were above-ground workers.

Accidents.- 634 accidents were reported during the year under review as against 547 during 1933. Of these 634, 75 were fatal, 456 reported as recovered and 103 minor, as against 83 fatal, 362 reported as recovered and 102 minor in 1933.

Water Supply.- In the course of the year, two collieries were connected to the Jharia Water Board mains, bringing the total number of connected collieries to 175. The previous policy of not asking smaller unconnected collieries to link up with Jharia Water Board supplies has been reversed on public health grounds. These collieries

* Jharia Mines Board of Health.- Annual Report for the year 1934-35.- Supdt., Govt. Printing, Bihar & Orissa, Patna, 1935.-pp.29.

constitute a source of danger to the neighbouring ones and action is being taken to get the remaining ones linked up. During the year, notices were served by the Board on 14 collieries, requiring them to link up.

Housing in Colliery Areas.- Owing to the continued depression in the Coal Industry, there has been no change in the policy of the Board with regard to the housing of the labourers on collieries and the moratorium first granted in 1926 still continued in force throughout the year. The number of houses which obtained permanent certificate of fitness at the end of 1934 was 21,666 as against 21,086 in 1933 and that which obtained temporary certificates of fitness was 7,636 as against 8,048 in 1933.

Food Adulteration.- During the year 151 prosecutions were made under the food and Drugs Adulteration Act of which 124 ended in conviction, 14 were dropped, 1 was withdrawn, 1 was stayed and 11 were pending at the end of the year.

Maternity and Child Welfare Scheme.- The depression in the coal trade not only continued throughout the year but actually became more acute. Under the circumstances, it had been very difficult for some of the collieries to give the same help to the scheme that they used to give during the more prosperous years. However, a fully equipped new centre has been started in Jharia which is the biggest town in the coalfields. A qualified Health Worker has been employed there and along with the Dai resides on the premises. As it is the first time a Centre has been established in a town in the coalfields, the public were naturally slow to appreciate its usefulness in the beginning, but it is reported that things are changing very rapidly for the better.

The Sijua Maternity and Child Welfare Centre although doing very useful work was without any equipment. The Board equipped the centre at a cost of Rs. 140 as the Colliery authorities could not do so due to trade depression.

Leprosy Relief Scheme.- The Dhanbad and District Leprosy Relief Fund maintains three outdoor clinics, one each at Jharia, Katras and Dhanbad. Efforts are being made to open another clinic in or near Dumra with the help of the local public and the local and district boards. Clinics are held twice a week at each place and ~~the~~ treatment given to old and new cases. Special efforts have been made during the year to induce all new cases to bring their families and children for examination with a view to detect ~~the~~ early cases which are the chief source of spread of infection.

The total number of patients who have passed through various clinics since the beginning of ^{the} leprosy work is 2,078. It is reported that only a fringe of the vast problem has been touched. The difficulties are great and manifold. Early cases, who are responsible for the spread of the disease, seldom come up for treatment and, to escape the stigma attached to the disease by society, conceal it as long as they can, thus doing great harm not only to themselves but also to those who come in immediate and prolonged contact with them. Moderately advanced cases who do see ~~the~~ treatment are very irregular in attendance. This is partly due to economic causes, ^{the} long distances which they have to cover in order to attend clinics, general apathy and the prolonged treatment required to make appreciable effect on the disease. There are others who, after a few injections, regard themselves completely cured and cease to attend till a relapse occurs.

Preliminary survey of all villages was completed during the year by the Sanitary Inspectors of the Jharia Mines Board of Health. Special cards were prepared for each place giving a map and showing the infected houses with the names and particulars of the cases of leprosy. This preliminary work is being followed up with a view to ascertain early cases who were apt to be missed by the lay Inspectors. Special attention is being paid to infants, toddlers and school children.

(The Health conditions in Jharia Mines during 1933-34 are reviewed at pages 67-68 of our April 1935 report) +

Nutritional Survey of India:

Work of Nutrition Research Laboratory, Coonoor. +

At pages 39-40 of the report of this Office for October 1935, reference was made to the progress of nutritional research in India. In view of the Resolution concerning the nutrition of workers adopted at the 19th session of the I.L. Conference, the following additional information regarding the work of the Nutrition Research Laboratory, Coonoor, the only institution of its kind in India, is likely to be of interest to the Office. The information is taken from a press Note issued in the second week of January 1936 by the Government of Bengal:

Record of 18 Years' Work.- The Nutrition Research Laboratories established by the Indian Research Fund Association at Coonoor started work in 1917, and within the last 18 years, under its first Director Sir R. McCarrison laid the foundations of nutritional research in India. The institution realised early that faulty nutrition is an important factor in lowering the health and reducing the longevity of a nation.

Survey of 300 food-stuffs.- Under its present Director, Dr. Aykroyd, intensive research work is now being carried on. With the help of two chemists a preliminary survey of about 300 food-stuffs considered as the minimum necessary for practical purposes and including all the widely-used and important foods has been undertaken at the Coonoor Laboratories. About 25 articles of food are examined every month and their energy value and content of proximate principles, calcium, phosphorous and iron are being estimated. Chemical and spectrophotometric determination of the content of vitamins A and C and of parotene in common Indian foodstuffs is also in progress, while other types of vitamins, such as vitamins B1 and B2, which cannot be chemically estimated, are being assayed biologically by feeding experiments on animals.

Experiments in Diet.- The problem of cheap, well-balanced diets so vital to this country is also being investigated. About seventeen diets resembling in a general way diets in habitual use in India, have been tested by feeding experiments on rats and by chemical analysis. They are now being applied to residential institutions for children in order to determine whether the laboratory finding will be corroborated by the experience of human communities. Examination of children in famine camps, schools, hostels, etc., is also being made with the object of establishing standards of average height and weight for the various classes of the Indian community, without which no progress can be made in the study of problems of human nutrition. Side by side the incidence of food deficiency diseases is also being studied.

Survey of Food Resources.- While the problem of nutrition has thus been receiving considerable attention mainly in its scientific aspects, what is needed, from the nation's point of view, is to associate the work at Coonoor with the larger problem of a comprehensive survey of the national resources of the country in food supply. The larger problem of assessing the national requirements and the country's resources in regard to food supply will have to be undertaken by the future Governments of India. The task is indeed one in which Government, politicians, economists and statisticians all will have to take a share.

(The Statesman, 12-1-1936). +

Women and Children.10th All India Women's Conference, Trivandrum:Text of Resolutions on Labour Subjects.+

Reference was made at pages 54-55 of our December 1935 report to the 10th session of the All India Women's Conference held at Trivandrum from 28-12-1935 to 2-1-1936. A summary of the resolutions adopted by the Conference also was given. The following is the text of certain additional labour resolutions passed by the Conference:

1. Legislation re. Maternity Benefit Act. - We recommend that the constituencies in the different provinces do propaganda work for the passing of the Maternity Benefits Act in their own provinces, so that it may be possible to obtain an All India Maternity Act as soon as possible.

2. Welfare Work in Mining Areas.- We note with great regret that no action has been taken by the authorities in the mining area regarding recommendations made by the Commission of the All-India Women's Conference which visited the mines last year. We, therefore, recommend that a copy of the following Resolutions be sent to the authorities concerned urging immediate action:

(a) We recommend that the authorities in the mining area should bring all their houses up to the standard required in as short a time as possible and they should take into account the necessity of providing for more privacy.

(b) We recommend that latrines should be provided for the convenience of workers over the whole of the mining and factory areas and the people be encouraged to use them.

(c) We recommend that an adequate number of hospitals should be built to provide for the workers of all the mines and that ~~the~~ infant welfare-work be extended to bring it within the reach of all women workers.

3. Education of Workers' Children.- We urge again that primary schools be established for the education of the children of the miners and the factory workers.

4. Living Wage for Miners.- We urge that Government should fix a minimum price for coal at a sufficiently high level to enable labour and capital to earn a living wage and a fair return.

(Extracted from literature supplied by the Secretary, The All India Women's Conference,)+

Agriculture.

Rural Uplift in Baroda: Rs. Ten Millions Granted. †

In connection with the Diamond Jubilee celebrations of the Gaekwar of Baroda, the State has created, in commemoration of the Jubilee, ~~of~~ a fund of Rs. 10 millions, the income of which is to be devoted to rural uplift. From the income, ~~of this,~~ grants will be made for useful schemes like extensions of gamthans (villages) to relieve over-crowding, village water-supplies, communications, educative work of all kinds, etc. Special preference will be given (i) to the poorer areas which probably have been neglected in the past and (ii) to the needy of backward communities like the Raniparaj, the Antyajias, the Thakardas, the Rabaries, etc. The amounts annually devoted on these works from the Fund will be in addition to the usual State expenditure on these works.

(The Hindu, 6-1-1936). †

Debt Conciliation Board for Sandur State. †

It is understood that the Government of Sandur State contemplate the setting up, at an early date, of a Debt Conciliation Board on the lines suggested by the Committee appointed by the State to enquire into the problem of agricultural indebtedness in the State. The Board is to consist of an official president and two members of whom one will represent creditors' interests and ^{the other} ~~another~~ debtors' interests.

(The Times of India, 6-1-1936). †

Rural Indebtedness and Indebted Agricultural Labour
in Hyderabad: Enquiry Ordered by Government. +

The Government of H.E.H. the Nizam of Hyderabad (Deccan) has appointed a Special Officer to enquire into, among other ^{matters} things, the problem of agricultural indebtedness, regulation of land alienation and the question of the "Bhagela" system (indebted agricultural labour). The following information is taken from a communique issued on 23-12-35 by the Information ~~xx~~ Bureau of the State.

Agricultural Indebtedness.- The problem of agricultural indebtedness has been engaging the close attention of Government ever since the economic depression, ~~with the drop in all commodity prices, when~~ started some five years ago. Special and increasing attention has been paid to this problem in British India and it is now generally recognised that there is no single approach or solution to the problem, but that action from a number of different angles has to be tried. An Agriculturists' Relief Regulation was sanctioned by His Exalted Highness for the years 1341 F (1933-34) and 1342 F. (1934-35) and recently the Regulation has been re-applied for a further period of three years from commencement of 1345 F (1937-38) and the question of making its provisions more widely known and of studying its working will be among the duties of the Special Officer. Other enquiries will be made to consider the extent to which certain recent British Indian enactments for the relief of agricultural indebtedness would, as amended, be likely to suit the conditions of the State. Among these Acts are the Debt Conciliation Acts of the Central Province, the Money-lenders' Acts, the Usurious Loans Acts, etc.

Land Alienation.- In 1935 a Land Alienation Regulation was enacted which has not as yet been made applicable to any area.

The application of this Regulation as a test-measure to one or two districts is now being considered. When applied, Government will require to be kept closely informed of its effect and of the extent to which it succeeds in realising the objects for which it has been framed.

Indebted Agricultural Labour.- Government have had under consideration for some time the special problem provided by the "Bhagela system" or "gaidavandlu" (indebted agricultural labour). The early enactment of a Regulation which will enable relief to be given to agricultural labour of this type is under consideration. The working of this regulation, when sanctioned, and the bringing of its provisions to the notice of the classes concerned will form part of the special enquiries now to be started. (

(The Hindu, 25-12-1935). +

(For fuller details see pages 21-22 of this Report under section: "Conditions of Labour").

Migration.Grievances of Indians in South Africa:Deputation to Government of India. +

A representation regarding the various grievances of Indians in South Africa was made on 22-1-1936 by Swami Bhawani Dayal Sanyasi, a representative of the South African Indian Congress, to Kunwar Sir Jagadish Prasad, Member-in-Charge of the Department of Education, Health and Lands with the Government of India. The following is a summary of the important representations made to the Government.

The Slums Act and Racial Discrimination.- The Slums Act was passed by the Union Parliament in 1934. No definition is given in the Act of the words "slum" or "nuisance". The object of the Act is to clear slums in the municipalities of the Union and some municipalities, including Durban, are mentioned in the schedule to which this Act applies. The Act places enormous power in the hands of the municipalities and eliminates all right for an aggrieved party to seek the aid of an independent Board or of a court of law. The only appeal lies with the Minister of Public Health, who may delegate his power to hear appeals to the Central Housing Board, his Secretary being its chairman. From the beginning, the Indian Community began to entertain fears that the Act would be utilised as a means for racial discrimination and representations were made to the Minister of Health who gave promises that the Act would not be so utilised. Subsequent administration of the Act has shown that ~~the~~ expropriation of land as a result of slum conditions becomes ~~para~~ practically arbitrary with the avowed object of segregating the Indians and thereby imposing on them consequent financial losses.

Asiatic Land Tenure Act.- The Asiatic Land Tenure Act was designed to introduce a policy of complete segregation, and to restrict and curtail rights hitherto enjoyed by Indians in the Transvaal. Indians in South Africa have been opposed to the Act from the beginning. After the Act had been passed, they met in Conference in Johannesburg in 1932 and passed a resolution strongly protesting against the Act. Since then the Feetham Commission was appointed, to examine witnesses and investigate individual cases with a view to setting aside areas to Indians for trading and ~~xxx~~ residential purposes.

(The Hindustan Times, 23-1-36) +

Indian Employees in Iraq: Iraq Government's Assurance
not to Pass Discriminatory Legislation. +

Recently a Bill was introduced in the Iraq legislature aiming at reserving certain classes of labour to Iraq nationals alone. This piece of legislation made Indian residents in Iraq apprehensive as to the measure's repercussions on them. The Bill has passed the Lower House and is at present before the Upper House. It is understood that the Government of Iraq has announced its decision to insert in the measure before its final passage a reciprocity clause providing that nationals of those countries which observe no such restrictions against foreigners, should be exempted from the operation of these laws. As there are no restrictions in India against Iraqis, it follows that Indian nationals in Iraq will not be affected by these labour laws.

(The Hindustan Times, 23-1-1936) +