

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

Report for January 1937.

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

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INTERNATIONAL LABOUR OFFICE  
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Summary of Report for January 1937.

Ratifications.- Sir Frank Noyce laid a Statement on the table of the Legislative Assembly on 25-1-1937 announcing non-ratification of the Draft Conventions re. regulation of certain special systems of recruiting workers and the reduction of hours of work on public works and non-acceptance of the Recommendation on the former subject. On 26-1-1937 the Legislative Assembly passed two resolutions recommending non-ratification of the Draft Conventions re. migrants' pension rights (No.48) and annual holidays with pay (No.52) and the non-acceptance of the Recommendation regarding the latter subject. In the course of the discussion, Sir Frank Noyce outlined the new procedure Government propose to follow in future regarding Draft Conventions and Recommendations of the I.L.O.... The Government of India have added to the list of occupational diseases appended to the Workmen's Compensation Act, certain diseases which figure in the schedule to the Workmen's Compensation (Occupational Diseases) Convention (Revised), 1934.

National labour legislation.- The Government of India have issued certain temporary coal mines regulations dealing with the use of lights in coal mines.... The Payment of Wages Act, 1936, comes into force on 1-1-1937.... The Government of India propose to include certain classes of workmen employed in warehouses and goods-sheds and in markets in the list of workmen coming under the purview of the Workmen's Compensation Act.

Conditions of Labour.- The Ahmedabad Textile Labour Association has expressed its views on the Trade Disputes (Amendment) Bill, 1936, which is now under circulation. The Association suggests that changes should be made in the Bill so as to enable either party to a dispute to demand successfully for a Conciliation Board or a Court of Enquiry and to introduce safeguards for the protection of workers in public utility services..... Due to competition from "outside mills" the present agreement among the members of the Jute Mills Association for restricting output is likely to be terminated as from 1-3-1937.....The Umpire appointed to settle the dispute between the Ahmedabad Millowners' Association and the Ahmedabad Textile Labour Union in regard to wage cuts in the industry, gave his award on 25-1-1937; he has held that there was no justification for a wage cut, and the Millowners Association should duly implement the Delhi agreement of 1935.....The application of Mr. Giri to refer the E.N.Railway strike to a Board of Conciliation was turned down by the Government of India. Discussions during the month between the Agent of the E.N.Railway and Mr. Giri to bring about a settlement have led to no result, and the strike is continuing.

Economic Conditions.- The 20th Conference of the Indian Economic Association was held at Agra early in January 1937 at which questions relating to income tax, tariffs, devaluation of the rupee, national income and transport problems were ~~xxx~~

discussed.....according to a review of conditions of tea & culture in Assam during 1935, issued by the Local Government, in spite of decreases in area under cultivation, total production and labour force, conditions were better..... The Imperial Institute of Sugar Technology, Cawnpore, established by the Government of India for the proper development of Indian sugar industry, started work from 1-10-1936.....According to the statements issued by the Millowners' Association, Bombay, regarding the progress of Indian textile industry for the year ending 31-8-1936, there was an all round increase during 1935-36 in the number of mills, spindles and looms, in the capital invested, the labour force employed and in raw cotton consumed.

Employment and Unemployment.- To cope with the prevailing unemployment among the educated, the Government of Bombay has recently started an apprentice scheme with the co-operation of industrial establishments in Bombay City and Ahmedabad, to give practical and theoretical training in engineering (mechanical and electrical), spinning, weaving, dyeing, printing etc....The Government of the United Provinces has appointed a committee to suggest measures to provide facilities for practical training in civil, mechanical and electrical engineering to students and ex-students of schools and colleges.....The Calcutta University has accepted a scheme for the commercial training of university students, formulated by the Vice-Chancellor of the University....A Committee appointed by the Bombay Corporation to examine the possibility of the Corporation undertaking measures to alleviate unemployment in the city has reported that such action is neither desirable nor practicable.

Social Conditions.- The Calcutta Corporation has appointed a Committee to tackle the beggar problem of the city.

Social Insurance.- The Tata Iron and Steel Co.Ltd., Jamshedpur, has announced a scheme of retiring gratuity to its employees amounting to half-a-month's remuneration for every year of continuous approved service, subject to a maximum of twelve months' remuneration. The Company has also announced a new Provident Fund scheme to replace its old scheme. Both the schemes come into effect from 1-4-1937.

Public Health.- A Bengal Branch of the Safety First Association of India was formed on 18-12-1936 .... As the first stage of a big housing scheme, the Bombay Municipal Corporation has opened 54 blocks of 700 rooms to house about 3500 workers of the Bombay City Improvement Trust.....The annual report of the Public Health Commissioner with the Government of India for the year 1934, makes some interesting observations regarding population and nutrition.

Nutrition.- At the first meeting of the Nutrition Advisory Committee, the report of which is now available, the work on nutritional research now in progress was reviewed. The Committee has suggested the starting of (1) nutritional surveys among school children, (2) survey of food supplies in relation to

dietary requirements of the population, (3) survey of deficiency diseases and (4) education and propaganda on nutrition..... The Government of Ceylon has made a grant of Rs. One million to give free nourishing meals to school children.

Women and Children.- At the 11th session of the All India Women's Conference held at Ahmedabad during the last Christmas week, resolutions were passed, inter alia, urging (1) measures to tackle the problem of unemployment and the housing of labour, (2) enactment of schemes of social insurance and maternity benefits and (3) compulsory medical inspection of school children.

Education.- The second meeting of the Central Advisory Board of Education was held in December 1936 at which questions relating to the primary education of boys and girls, the uniform classification of schools in India and the education of defectives were discussed. The Board also considered certain recommendations regarding university education made by the Sapru Committee on unemployment in the United Provinces.... The U.P. Government has appointed a special committee with the Rt. Hon'ble Sir Tej Bahadur Sapru as Chairman, to make recommendations regarding the re-organisation of secondary and higher education in the Province to give it a vocational bias.

Agriculture.- The Agricultural Credit Department of the Reserve Bank of India has submitted a report to the Government of India on the extent of the agricultural indebtedness in India and suggesting remedial measures thereto, such as reform of the cooperative movement, improved marketing, control of indigenous money-lenders, grant of financial relief etc.

Migration.- According to the annual report of the Agent-General for India in the Union of South Africa for 1935, Natal has enacted a Rural Dealers' Licensing Law Amendment Ordinance which, it is apprehended, might prove detrimental to the interests of Indian immigrants. During the year £ 5,000/- per annum was granted by the Government towards provision of old-age pensions for Indians, and a census of Indians in the Union was announced to be taken in 1936.....The United Planters' Association of Malaya has decided to increase the wage rates of Indian labourers in their rubber estates from 1-1-1937. The Government, quasi-government bodies and railways in Malaya have brought the wage rates of workmen under them to the pre-slump level with effect from 1-1-1937.

General.- The 21st world Conference of Y.M.C. Associations was held at Mysore early in January 1937 under the presidentship of Dr. John R. Mott. The Conference considered questions relating to (1) personal decision and action; (2) the social order, (3) duty to state and nation; (4) international relations; (5) inter-racial relations; (6) relations with those of other faiths and (7) the mission of the Church.

References to the I. L. O.

The Industries and Labour Department of the Government of India has published the Report on the 20th session of the I.L. Conference submitted to the Government of India by the Indian Government Delegates to that Conference.

\* \* \*

The Bombay Chronicle dated 15-12-1936 publishes a further instalment of the article "The Seamen's Charter" sent by the London correspondent of the paper. (vide page 1 of our December 1936 report for reference to earlier instalments of the article).

\* \* \*

The Hindustan Times dated 12-12-1936 ~~of a reproduction of~~ the article: "The Seamen's Charter" from the November 1936 issue of "Headway", London. (Copies of the article were sent to this and a few other papers and journals by this Office). (Vide also page 1 of our December 1936 report).

\* \* \*

A communique on the achievement of the last two (Maritime) Sessions of the I.L. Conference, (issued by this Office on 17-11-1936) is published by the following: the September and October 1936 combined issue of the Trade Union Record, the November 1936 issue of the Labour Gazette, Bombay, and the December 1936 issue of the Insurance and Finance Review, Calcutta.

\* \* \*

A communique on the 77th session of the Governing Body (issued by this Office on 30-11-1936) is published by the following: "Commerce and Industry", Delhi, dated 8-12-1936, the December 1936 issue of the Indian Textile Journal, Bombay, and the September and October <sup>1936</sup> Combined issue of the Trade Union Record.

\* \* \*

A communique on "Economic Developments in 1936" (based on a Geneva communique on the subject <sup>and</sup> issued by this Office on 4-12-1936) is published by the following: "Federated India", Madras, of 25-12-1936 and "Commerce and Industry", Delhi dated 8-12-1936.

\* \* \*

A communique re. "World Agricultural Situation in 1936" (based on a Geneva communique on the subject and issued by this

Office on 15-12-1936) is published by the following: the Leader dated 19-12-1936 and the Hindu dated 21-12-1936.

\* \* \*

A communique on the work of the I.L.O. in 1936 (issued by this Office on 18-1-1937) is published <sup>by</sup> the following: the Hindustan Times and the Statesman dated 20-1-1937 and "Commerce and Industry", Delhi, dated 26-1-1937.

\* \* \*

A communique on the Preparatory Technical Tripartite Meeting on reduction of hours of work in the chemical industry (issued by this Office on 12-1-1937) is published by the following: the Hindustan Times dated 13-1-1937, <sup>the</sup> Bombay Chronicle dated 14-1-1937 and the Leader dated 15-1-1937.

\* \* \*

The Industrial Bulletin issued by the Employers' Federation of India dated 4-1-1937 publishes a note on the meeting of the Technical Committee on Glass Works held at Geneva in November 1936.

\* \* \*

A communique on the recent meeting of experts on social insurance (issued by this Office on 18-1-1937) is published by "Commerce and Industry", Delhi, dated 26-1-1937.

\* \* \*

A note on the last meeting of the Executive Committee of the Intellectual Co-operation Organisation of the League of Nations was published by the Hindustan Times and the Times of India of 18-1-1937.

\* \* \*

The Hindu dated 9-1-1937 publishes the report of a meeting of the Madras Labour Union held at Madras on 8-1-1937. The meeting urged the Government to send a representative delegation to the Preparatory Technical Tripartite Conference on the textile industry which is to be held at Washington in April 1937.

\* \* \*

The Hindu dated 29-12-1936 publishes a note on the forthcoming Preparatory Technical Tripartite Conference on the question of conditions of work in the textile industry.

\* \* \*

The Times of India dated 27-1-1937 publishes a short note on the above subject describing the scope of the Conference.

\* \* \*

The Hindustan Times dated 22-1-1937 publishes an article

issued by this Office on 19-1-1937 on the last meeting of the Committee on Salaried Employees.

\* \* \*

A press note issued by the Federation of Indian Chambers of Commerce and Industry on 20-1-1937 on the appointment of Sir Atul Chatterjee as the Indian representative on the 408 Committee is published by the Hindustan Times dated 21-1-1937 and the National Call dated 22-1-1937.

\* \* \*

The December 1936 issue of the Indian Textile Journal, Bombay, publishes a note to the effect that the last meeting of the International Cotton Committee considered the question of the 40-hour week and came to the conclusion that a Convention on the subject is inadvisable.

\* \* \*

The Railway Herald dated 17-1-1937 publishes a short note announcing the date of the 23rd session of the I.L.Conference.

\* \* \*

The Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during December 1936, publishes a note to the effect that the Employers' Federation of India has recommended Sir H.P.Mody and Mr. G.L.Mehta for nomination as the Indian employers' delegate and his adviser respectively to the 23rd session of the I.L.Conference.

\* \* \*

The Hindu dated 22-12-1936, the Amrita Bazar Patrika dated 23-12-1936 and "Commerce and Industry" dated 5-1-1937 and publish a news item to the effect that the Federation of Indian Chambers of Commerce and Industry has recommended Sir H.P.Mody and Mr. G.L.Mehta for nomination as the Indian Employers' Delegate and Adviser respectively, to the 23rd I.L.Conference.

\* \* \*

The Abstract of Proceedings of the Bengal Chamber of Commerce for October and November 1936 publishes a note to the effect that the Chamber has recommended Sir H.P.Mody for nomination as the Indian employers' delegate to the 23rd I.L.Conference.

\* \* \*

The November 1936 issue of the Labour Gazette, Bombay, reproduces the note on the world unemployment <sup>Statistics for the third quarter of 1936</sup> ~~situation~~ published in the Industrial and Labour Information of 5-10-1936.

\* \* \*



The Times of India dated 18-1-1937 publishes a note on the world unemployment statistics for the last quarter of 1936.

\* \* \*

A communique on world unemployment statistics for the last quarter of 1936 (issued by this Office on 22-1-1937) is published by the following: the Hindustan Times dated 23-1-1937, the Amrita Pazar Patrika dated 26-1-1937 and the Leader dated 27-1-1937.

\* \* \*

The Bombay Chronicle dated 30-12-1936 reproduces the items: "The Governing Body -77th Session", "Twenty-third Session of International Labour Conference" and "The Textile Conference at Washington" from the I.L.O. News Bulletin No.12 (November 1936) issue).

\* \* \*

~~the~~ "Federated India", Madras, dated 6-1-1937 reproduces the item: "The Textile Conference at Washington" from the I.L.O. News Bulletin No.12 (November 1936).

\* \* \*

The Bombay Chronicle dated 3-1-1937 reproduces the item: "Recent I.L.O. Publications" from the I.L.O. News Bulletin No.12 (November 1936).

\* \* \*

The December 1936 issue of the Labour Gazette, Bombay, reproduces extracts from the item: "A Textile Conference" from the I.L.O. News Bulletin, No.12 (November 1936).

\* \* \*

The National Call dated 5-1-1937 <sup>publishes</sup> ~~has~~ a short editorial note under the caption: "Holidays with pay". The note refers to the support accorded to the scheme by the Ford Motor Company and urges industrialists in India to accord support to so desirable a reform.

\* \* \*

The special Birthday Number (issued in November 1936) of the M.N.Nair Magazine, Kottayam, publishes a long article under the caption: "Protection of the Workers: How I.L.O. Stimulates Social Insurance", contributed by the Director of this Office.

\* \* \*

The leader dated 9-1-1937 publishes extracts from a paper read by Dr. B.M.Sharma at the Internationalism and Peace Section of the All India Federation of Educational Associations, held

at Gwalior during <sup>The last</sup> Christmas week. Dr. Sharma urged the development of an international outlook and referred in this connection to the work of the League of Nations and the I.L.O. in appreciative terms.

\* \* \*

The Hindu dated 15-12-1936 publishes the report of a lecture on the future of the League of Nations delivered on 11-12-1936 at the Y.M.C.A., Trivandrum, by Mr. T.K.Krishnamchhari. In the course of the lecture, the speaker referred in appreciative terms to the work of the I.L.O.

\* \* \*

The National Call dated 16-1-1937 publishes an editorial article reviewing favourably the I.L.O. publication: "International Survey of Social Services".

The Hindu dated 24-1-1937 also publishes a long and appreciative review of the above publication.

\* \* \*

"Federated India", Madras, dated 15-1-1937 publishes a long and appreciative review of the I.L.O. Year-Book, 1935-36. (A copy of the publication was sent for review to the Journal by this Office).

\* \* \*

The Statesman dated 26-1-1937 publishes a report of the proceedings of the Legislative Assembly on 25-1-1937, in the course of which it is announced that Sir Frank Noyce would be moving on 26-1-1937 resolutions recommending non-ratification of the I.L.Conventions re. maintenance of rights under invalidity, old-age and widows' and orphans' insurance (19th I.L. Conference) and holidays with pay (20th I.L.Conference).

\* \* \*

The Statesman dated 27-1-1937 publishes a summary of the debate on the resolutions in the Legislative Assembly recommending non-ratification of the I.L.Conventions regarding maintenance of rights under invalidity, old-age and widows' and orphans' insurance (19th I.L.Conference) and holidays with pay (20th I.L.Conference). Reports of the debates were published in all other papers; a summary of the debates is given at pages 76 // of this report under the section: "Ratifications".

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The Report for 1935 of the Karachi Indian Merchants' Association contains the following references to the I.L.O.:

- (1) The views of the Association on the question of holidays with pay are published at pages 97-98. The Association expressed itself against the institution of compulsory scheme of holidays with pay.
- (2) The views of the Association on the Draft Convention re. Workmen's Compensation for Occupational Diseases (1934) are published at page 99. The Committee of the Association did not raise any objection to the inclusion in the Indian law on the subject of the diseases enumerated in the Draft Convention.
- (3) Reference is made at page 100 to the recommendation of the Association regarding the nomination of the employers' delegation to the 20th session of the I.L. Conference.

\* \* \*

The following statement gives the list of Indian newspapers and periodicals which have published notes from the I.L.O. News Bulletin or commented on them (The list is compiled only from newspapers and periodicals received in this Office. In addition to these, copies of the News Bulletin are sent to over 140 addresses).

1. The Bombay Chronicle dated 30-12-1936, reproduces the items: "The Governing Body - 77th Session", "23rd Session of I.L.Conference" and "The Textile Conference of Washington" from the I.L.O. News Bulletin No.12 (November 1936).
2. The Bombay Chronicle dated 6-1-1937 reproduces the item: "Recent I.L.O. Publications" from the I.L.O. News Bulletin No.12 (November 1936).
3. "Federated India," Madras, dated 6-1-1937 reproduces the item: "The Textile Conference at Washington" from the I.L.O. News Bulletin No.12 (November 1936).
4. The December 1936 issue of the Labour Gazette, Bombay, reproduces the item: "A Textile Conference at Washington" from the I.L.O. News Bulletin No.12 (November 1936).

\* \* \*

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

1. A fresh instalment of the article "The Seamen's Charter" contributed by the Geneva correspondent of the Bombay Chronicle.

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Ratifications.Ratification of I.L.Conventions: New ProcedureOutlined by Government of India.

On the 25th January 1937, the Hon'ble Sir Frank Noyce, Member in Charge of Industries and Labour with the Government of India, laid on the table of the Legislative Assembly a Statement of the course of action which the Government of India proposed to follow <sup>hereafter</sup> in respect of the Draft Conventions and Recommendations adopted by the 20th session of the I.L.Conference. The Statement is reproduced below:

"The following statement gives particulars of the course which the Government of India propose to follow in respect of the Draft Conventions and Recommendations adopted by the Twentieth Session of the International Labour Conference.

Draft Convention concerning the regulation of certain special systems of recruiting workers.- No Resolution will be moved by Government. The Convention is designed to regulate the recruiting of indigenous workers in the territories of Members of the International Labour Organisation and the term "indigenous workers" is defined as including "workers belonging to or assimilated to the indigenous populations of the dependent territories of Members of the Organisation and workers belonging to or assimilated to the dependent indigenous populations of the home territories of Members of the Organisation". This definition was carefully drafted by the Committee so that it would only cover the conditions which the Convention was framed to meet. It is not designed to cover conditions in India, since India has no dependent territories and no workers belonging to or assimilated to the dependent indigenous populations of her home territories. In these circumstances, the Government of India do not propose to ratify it.

Recommendation concerning the progressive elimination of recruiting.- The Recommendation concerning the progressive elimination of recruiting is linked with the Convention for regulating certain special systems of recruiting workers and is equally not designed to cover conditions in India. In so far however as the principle underlying it, of encouraging the growth of voluntary offers of labour, is applicable to Indian conditions it accords with the settled policy of the Government of India.

Draft Convention concerning the reduction of hours of work on public works. - No Resolution will be moved by Government on the Draft Convention, as it is an application of the general principle of the 40 hours week which has been rejected by the Council of State and the Legislative Assembly.

(a) Draft Convention concerning annual holidays with pay. - (b) Recommendation concerning annual holidays with pay. - A resolution will be moved in this House.»

On the 26th January 1937, the Hon'ble Sir Frank Noyce moved the following two resolutions in the Legislative Assembly, both of which were adopted:

"This Assembly having considered the draft Convention concerning the establishment of an international scheme for the maintenance of rights under invalidity, old-age and widows' and orphans' insurance, adopted by the Nineteenth Session of the International Labour Conference, recommends to the Governor General in Council that he do not ratify the Convention."

"This Assembly having considered the Draft Convention and the Recommendation concerning annual holidays with pay adopted at the Twentieth Session of the International Labour Conference recommends to the Governor General in Council that he do not ratify the Convention or give effect to the Recommendation."

Resolution re. Maintenance of Insurance Rights.- In moving the first of these resolutions Sir Frank Noyce pointed out that the Convention had no application to India.

Mr. B.M.Joshi, M.L.A., pointed out that the Convention in its present form was inapplicable to India because India had not yet established a national scheme for invalidity, old-age and widows' and orphans' insurance. He, therefore, urged that early steps should be taken to introduce a system of social insurance in the country so that India may later on set up the international scheme referred to in the Convention. In the course of his speech, he referred to the Statement laid on the table of the House by the Industries and Labour Member and protested that the Government's proposal not to move resolutions

in the House on the Draft Conventions concerning the regulation of certain special systems of recruiting workers, and the reduction of hours of work on public works constituted an encroachment on the prerogatives of the House. The practice that had been so far followed in the House, of the Government asking the House to recommend to the Governor General in Council the ratification or non-ratification of each of the Conventions adopted by the International Labour Conference, gave the House the only opportunity it had for discussing the decisions of the I.L. Conference, and the fact that this practice had been followed without exception during the last fifteen years meant that the House had acquired the right of discussing these Conventions on a Government resolution. The effect of the procedure now instituted by the Industries and Labour Member was to deprive the House of this vested right, and to make the Government of India, and not the Legislature, the authority competent to decide whether a Convention should be ratified or not.

Further discussing the Industries and Labour Member's Statement, Mr. Joshi said that Sir Frank Noyce was wrong in assuming that the Convention re. the regulation of certain special systems of recruitment had no application to Indian conditions. India, he said, had "dependent territories" such as the Indian States and the Excluded Areas, and the term "indigenous workers" in the Convention covered the workers of these regions.

In his reply Sir Frank Noyce explained the procedure which

the Government propose to adopt in future regarding Draft Conventions and Recommendations, the salient features of which are:

(1) The Government will place all Conventions and Recommendations on the table of the House.

(2) Statements will also be laid on the table setting out the action the Government propose to take on these Conventions and Recommendations.

(3) When legislation on the basis of these Conventions and Recommendations is deemed necessary, the Government will introduce the necessary Bills.

(4) If other action is needed, Government may move resolutions.

(5) If private members do not agree with the action proposed by the Government, they may move the House by way of Resolutions.

(6) Even if the ballot is unfavourable to the private members' resolutions, the Government may provide an opportunity for discussing the question if they are satisfied that the resolution lost in ballot represents the views of a fairly large number of members.

Sir Frank also added that no other country had so far adopted the procedure which was hitherto followed by the Government of India in consulting the Legislature regarding the action to be taken on International Labour Conventions.

The resolution was carried.

Resolution re. Holidays with Pay.- Introducing the resolution dealing with the Convention on Holidays with Pay, Sir Frank Noyce complained that while the Convention was suited to the needs of Western countries, it did not pay sufficient attention to conditions in India. Apart from the administrative difficulties that had to be encountered if the present Convention were ratified, he said that a six-day holiday would be useless in India, where a worker, in order to return to his native place, had to cover several hundred miles. While agreeing that the principle deserved consideration, he made it clear that

ratification was impossible since that would imply that every provision without exception in the Convention will then have to be complied with. He felt that it would be dishonest to adopt legislation when they were sure that enforcement was impossible.

Mr. N.M.Joshi, M.L.A. moved an amendment the effect of which would have been that the Government should ratify the Convention.

Sir H.P.Mody, M.L.A. pointed out that an industrially backward country like India should not be asked to adopt a position which even advanced countries were unable to adopt, and ~~indus-~~ illustrated the difficulties which would arise between employers of workers if the Conventions were passed.

The resolution was adopted.

(Vide the Legislative Assembly Debates of 26-1-1937 for the full text of the speeches).

~~New~~ Occupational Diseases included in Schedules  
of Workmen's Compensation Act.

Reference was made at pages 10-11 of our October 1936 report to a Draft Notification issued by the Department of Industries and Labour of the Government of India proposing to add to the list of Occupational Diseases appended to the Workmen's Compensation Act certain other diseases. The Government of India have issued the final notification on the subject on ~~28th~~ 29-1-1937 as Notification No.L-1821 (vide page 176 of Part I of the Gazette of India dated 30-1-1937).

The additional diseases added to the list by this notification, it may be pointed out, figure in the schedule to the Workmen's Compensation (Occupational Diseases) Convention (Revised), 1934, as items 6, 9 and 10.



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National Labour Legislation.

Coal Mines (Temporary) Regulations, 1937.

References were made at page 8 of our May 1936 and pages 20-21 of the June 1936 reports to the promulgation by the Government of India of certain <sup>temporary</sup> regulations for the "prevention of apprehended danger or the speedy remedy of conditions likely to cause danger" in coal mines. Further temporary regulations for coal mines in India are announced in a notification issued on 30-1-1937 by the Department of Industries and Labour, Government of India. The notification states:

The Governor-General in Council is pleased to make the following further temporary regulations, having satisfied himself that for the prevention of apprehended danger or the speedy remedy of conditions likely to cause danger it is necessary in making these regulations to dispense with the delay that would result from their previous publication and reference to Mining Boards:-

1. (1) These regulations may be called the Coal Mines (Temporary) Regulations, 1937.

(2) They shall apply only in respect of coal mines.

2. ~~They shall~~  
In these regulations, "the principal Regulations" mean the Indian Coal Mines Regulations, 1926.

3. (1) The first inspection of a mine or part of a mine which is reopened after a discontinuance of mining for a period exceeding seven days and the inspection of a mine which is in the process of being dewatered, shall be made by a person possessing the qualifications prescribed in sub-regulation (1) of Regulation 71 of the principal Regulations, with a locked flame safety lamp of a type approved by the Chief Inspector.

(2) No additional light shall be used in any such inspection other than an electric torch or lamp of a type approved by the Chief Inspector.

(3) The result of every such inspection shall be reported by the person making it in the manner required by sub-regulation (5) of regulation 70 of the principal Regulations, and shall be recorded in the book maintained in accordance with sub-regulation (2) of Regulation 70 of the principal Regulations.

4. The principal Regulations shall be read as if for sub-regulation (4) of Regulation 70 the following sub-regulation

were substituted, namely:-

"(4) The inspection shall be made with a locked flame safety lamp of a type approved by the Chief Inspector, and no additional light shall be used other than an electric torch or lamp of a type approved by the Chief Inspector;

Provided that in the case of a mine in which inflammable gas has never been found and is unlikely to be found the inspection may be made with any electric torch or lamp if it is used in conjunction with an open light or a locked flame safety lamp."

(The Statesman, 30-1-1937)

(Vide also pages 176-177 of Part I of the Gazette of India, dated 30-1-1937).

Payment of Wages Act, 1936: Act comes into force  
from 1-3-1937.

It is understood that the Government of India have decided to bring into operation the Payment of Wages Act, 1936, with effect from 1-3-1937.

(The Statesman, 26-1-1937)

~~National Labour Legislation.~~

Compensation for Accidents to Workmen employed in

Warehouses and Markets: Draft Notification

Issued by Government of India.

Attention is directed to page 1601 of Part I of the Gazette of India dated 12-12-1936 where a Draft notification (No.L-3002 dated 10-12-1936) is published according to which the Government of India propose to add to Schedule II (list of persons who are included in the definition of workmen) of the Workmen's Compensation Act, 1923, the persons employed, otherwise than in a clerical capacity or as agricultural labourers, in the handling or transport of goods in, or within the precincts of, :-

- (a) any warehouse or other place in which goods are stored, and in which on any one day of the preceding twelve months ten or more persons have been so employed; or
- (b) any market in which on any one day of the preceding twelve months one hundred or more persons have been so employed.

K.

Conditions of Labour.

The Trade Disputes (Amendment) Bill, 1936:

Views of the Ahmedabad Textile Labour Association.

References were made at pages 14-15 of our August 1936 and pages 7-8 of the October 1936 reports to the introduction and subsequent circulation of the Trade Disputes (Amendment) Bill, 1936. The Ahmedabad Textile Labour Association has communicated to the Government of India its views on the Bill, a summary of which is given below:-

Scope of the Bill.- An examination of the working of the Trade Disputes Act, 1929, since its enactment leads one to conclude that it has failed to serve its purpose. The failure arises from the fact that the Act has been conceived and applied more with the view to provide safeguards against certain political contingencies than to meet the requirements of industrial peace. Government and labour may not be able to view the political aspect from the same standpoint, but opinion has been practically unanimous among all sections of the community, including employers and workers, in favour of creating a suitable machinery for the prevention and early settlement of industrial disputes. It is exactly this function which the Act has not succeeded in performing to any considerable extent. Since the passage of the legislation in 1929, there have been more than a thousand strikes and lock-outs in the country and the Act was called into service only on less than half a dozen occasions during the entire period. It has been stated in reply that in not more than a score of cases has a Board or a Court under the Trade Disputes Act been applied for. This is hardly an adequate answer. Why have there been so few applications? There is obviously something lacking in the arrangement that has been made since it has not only played a negligible role in the work of securing industrial peace but has also failed to win to any considerable extent the confidence of the parties as an effective agency. If the Act needed amendment at all, it was in the direction of increasing its effectiveness. The Amending Bill makes an attempt in this direction by adding the provision regarding the appointment of Conciliation Officers. But it does not go far enough. It leaves the fundamental defects of the existing legislation very much intact. To remove this deficiency it was suggested that the Government should enable either party to move the machinery of the Act, if a prima facie case was shown to exist. This, however, was not accepted by the Government which argued that it desired to base its action on the likelihood that the award of the tribunal will be able to secure an end of the dispute.

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The real usefulness of any legislation of this sort can only be in cases when one of the parties is determined to prolong a dispute, relying for this on its strength to exhaust its opponent. The apprehension that the award may not actually be carried out should not, however, paralyse the machinery created by law. The award will be a welcome guidance to the public as to the merits of the dispute and though cases may arise in which a particular party may flout public opinion, it will not always be easy to do so. The view of the Association is, therefore, that the Act should be so amended as to make the reference to a Court or a Board compulsory on application of either party to a dispute. Such a course will be in consonance with Section 8 of the Bill in which the Government proposes to arm itself with powers for taking the drastic step of declaring a strike or a lock-out illegal when in its own opinion, serious and prolonged hardship has been caused to any section of the community.

Notes on Clauses.- The following views were expressed by the Association on the various clauses of the Bill.

Clause 2.- The amendment of Section 2 aims at extending the scope of the restrictions applicable to public utility services by including steam vessel service, ~~or~~ tramway service and the supply of power in that category. A differentiation is made in the treatment of the workers employed in public utility services to their disadvantage. This should be counterbalanced by a corresponding measure of special protection. The ~~at~~ least that may be done is to provide that no change, not acceptable to the workers, can be made in the conditions affecting the employment of workers at any time in a public utility service unless a reasonable written notice of such a change is given, and if the workers apply for a Court of Inquiry or a Conciliation Board, such inquiry or conciliation, as the case may be, should be compulsorily arranged under the Act and no change in conditions could be made till the final report or recommendation of such Board or Court is made available to the public and the parties.

In the case of private companies or concerns coming under the category of "public utility service", it should be further provided that they should make a reference to the local body or Government in the ~~the~~ jurisdiction of which they carry on their operations before making any changes which are not acceptable to the workers.

It is not necessary to include specifically power plants because 'lighting' ~~is~~ already a public utility service under sub-clause (iii) of Section 2 of the Act of 1929.

Clause 8.- This clause of the Bill is the most controversial feature of the Bill; it is also a most undesirable feature.

Relying on its experience of trade disputes, the Association states that the amendment would operate as an altogether one-sided restriction of the liberty of the workers. There will be rarely a lock-out against which the services of the ~~new~~ new section would have to be requisitioned. The clause, as the Association envisages it, will be put into operation in cases where the employers have failed to break a strike which, in many cases, are forced on the workers by the former's unsympathetic attitude. The Government then steps in and declares the strike illegal. Keeping aside the political aspect of the amendment, if the Government meant to be fair to both parties it would first ~~do something to curtail the~~ do something to curtail the unlimited powers of the employers over the lives of their workers.

While strongly opposing the retention of this clause, the Association suggests that, in the event of its retention, the following safeguards and alterations should be made:

(i) The employers or the workers seeking to disturb the status quo without the consent of the other party should, in every case, approach the Government for an inquiry under the Act and the Government should, in every such case move the machinery of the Act for conciliation if the results of the inquiry fail to bring about a settlement. Till the recommendations of the Conciliation Board are made known, no change should be made in the working conditions.

(ii) When a strike or a lock-out is to be declared illegal, it should not be sufficient to make it conditional on a previous reference to a Court of Inquiry or a Board of Conciliation. Nothing short of compulsory arbitration would meet the requirements of the situation that might be created then.

(iii) Hardship to the community generally and not to any section of it should be made the test for the declaration of illegality.

(iv) No strike which is conducted peacefully shall be declared illegal.

<sup>the</sup> The words 'likely to cause hardships, etc.' should be replaced by wording in clause 16(1)(b) of the present Act. The effect of this change would be that the hardship must be shown to be 'designed or ~~or~~ calculated' and it must have the object of exercising compulsion on Government.

Clause 11.- It should be provided that in any case in which the intervention of the conciliation officer is sought and refused, the officer concerned should record his reasons for refusal in writing and furnish a copy of the same to the applicant.

(The Indian Labour Journal,  
17-1-1937)

## Working Class Cost of Living Index

### Numbers for various centres in India for October and November 1936.

The cost of living index numbers for working classes in various centres of India showed irregular changes during October and November 1936 as compared with ~~the preceding~~ <sup>September 1936</sup> month.

Bombay.- The index number (Base: July 1914) of the cost of living for working classes in Bombay in October 1936 rose by 1 point to 103.

The index number of the cost of living in November 1936 rose by 1 point to 104. The average in the year 1935 was 101.

Ahmedabad.- The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad during October 1936 remained unchanged at 72.

The index number of the cost of living declined in November 1936 by 1 point to 71; in 1935 the average was 71.

Sholapur.- The index number (Base: Year ending January 1928) of the cost of living in Sholapur declined in October 1936 by 1 point to 74.

The index number of the cost of living remained unchanged during ~~in~~ November 1936 at 74. The average for 1935 was 72.

Nagpur.- The index number (Base: January 1927) of the cost of living in October 1936 rose by 1 point to 60.

The index number of the cost of living in November 1936 fell by 2 points to 58.

Jubbulpore.- The index number (Base: January 1927) of the cost of living in Jubbulpore in October 1936 declined by 2 points to 58.

The index number of the cost of living in November 1936 remained stationary at 58.

Rangoon.- The index number (Base: 1931) of the cost of living in Rangoon for all communities of labourers declined in October 1936 by 1 point to 88 (provisional figure).

The index number of the cost of living for all communities of labourers declined in November 1936 by 2 points to 86 (provisional figure).

(Extracted from "Monthly Survey of Business Conditions in India", October and November 1936 issues).

(The Cost of living index numbers for various centres in India during August and September 1936 were given at page 16 of our December 1936 report).

Restriction on

Production in the Jute Industry: Present

Working Agreement to terminate on 1-3-1937.

Reference was made at pages 9-10 of the May 1936 report to the position of the Indian Jute mill industry since 1-4-1936 as regards agreements for the restriction of output. That position briefly has been this: no looms are under seal; each Association mill is at liberty to work up to 54 hours a week on single shift; the average working hours of Association mills are 46.28 a week; as for "outside mills", they work much longer hours.

The restriction of the maximum number of working hours to 54 per week by the Indian Jute Mills Association gave room for discontent among the members of the Association. Owing to this restriction, the outside mills were able to take greater advantage of the improvement in demand which was in evidence in the latter half of 1936. There was no restriction with regard to the number of working hours of the outside mills; and these were repeatedly and rapidly adding to their producing capacity. *The* Birla Jute Mill gave notice of its resignation from the membership of the Association four months ago. Messrs. Gillanders Arbuthnot and Company recently asked the permission of the Association to instal 250 additional looms at the Hooghly Mill; but permission was refused. It has been officially intimated, that notice of resignation from membership of the Indian Jute Mills Association had been submitted by Messrs. Gillanders Arbuthnot and Company on behalf of the Hooghly Mills Company; and there has been talk of some other members also contemplating a similar step.



What with the actual and impending resignations, the Committee of the Association felt that the continuance of the present Agreement will weaken the Association and so, at a meeting held on 26-1-1937, decided to recommend to the general body of members the removal of all restrictions regarding working hours and the installation of additional machinery with effect from 1-3-1937. A general meeting of the members of the Association will be held on 9-2-1937, to consider the recommendations of the Committee. This, however, is merely a formal matter, the members of the Committee between them representing, as they do, a majority of the looms in the membership of the Association. The passing of this resolution means that, from 1-3-1937, members of the Indian Jute Mills Association, like the mills ~~who~~ <sup>which</sup> are not members, shall be at liberty to work their mills for as many hours as they like and that they will also be at liberty to instal more looms in their mills if they so desire.

(The Indian Finance, 30-1-1937)

The Ahmedabad Textile Strike Situation:

Umpire gives his Award.

References were made in our reports since August 1936 to the dispute between the Millowners' Association, Ahmedabad, and the Ahmedabad Textile Labour Association in regard to wage cuts in the local textile industry. The two arbitrators who considered the dispute —Mahatma Gandhi and Seth Kasturbhai Lalbhai— having given differing awards, the question was referred, towards the end of December 1936, to Sir Govind Madgaonker who was appointed umpire by the two arbitrators. After studying the case, Sir Govind held discussions with both parties during the early days of January and on 10-1-1937 suggested that the parties should reconsider the question and try to arrive at an amicable settlement. (The Times of India, 12-1-1937). The parties not having come to any settlement within the fortnight allowed by the umpire, he delivered his award by 25-1-1937. The salient features of the award are summarised below:-

Case for and against wage cut.- On the question of a wage cut, the award sums up the case for a cut as based on the allegation of a steady and persistent decline in the mill industry of Ahmedabad from 1932 to 1935 without any prospect of substantial improvement in the near future, and the contention that wages in Ahmedabad are higher than in other centres of the mill industry in India.

The following arguments were brought forward by the Labour Association against the wage cut: (1) Under the Delhi Agreement of 1935 between the parties, the Millowners' Association was

bound to standardize wages and could not raise the question of wage cut until they had done so; (vide pages 37-40 of our January 1935 report); (2) no case of a general decline of the Ahmedabad mill industry had been proved and (3) the failure of a few individual mills to make profits and to continue to run was due to mismanagement.

Mr. Gandhi, one of the arbitrators, held that the Millowners' Association has failed to make the necessary efforts to standardize wages, as it was bound to under the Delhi Agreement, and that this failure bars the present application, and, secondly, ~~that~~ they have failed to make out a case for the necessity of a wage cut. Seth Kasturbhai, the other arbitrator, on the other hand, held that the percentage of reduction should be a minimum of 10 per cent.

Points for Decision.- The umpire takes note of the fact that both the arbitrators have agreed that the final decision should be based on a consideration of the state of the mill industry as a whole, irrespective of that of any particular mill or mills. In regard to the question of a wage cut, five points arise, according to the umpire, namely:-

1. Whether the Delhi Agreement of January, 1935, between the parties has been effectively carried out.
2. If it ~~is~~ not, whether the responsibility, <sup>for its failure</sup> lies in the main with the Millowners' Association.
3. If the Millowners' Association has failed to carry out the Delhi Agreement, whether such failure prevents them from asking for a wage cut.
4. If it does not prevent them, whether ~~on the merits~~ the Millowners' Association has proved that a wage cut is necessary and advisable in the interests of the industry as a whole.
5. If a cut is necessary, what should be the amount of the cut and how should it be applied.

Delhi Agreement not fully implemented. - The Umpire says that it is common ground that while the clause of the Delhi Agreement regarding a reduction of  $6\frac{1}{4}$  per cent has been carried into effect, the other terms of the Agreement have not been fulfilled, i.e., wages have not been standardized, no scheme for the automatic adjustment of wages has been framed and a complete register <sup>of employees</sup> has not been maintained, though many mills have started the process of rationalization. Seth Kasturbhai upholds the contentions of the Millowners' Association that the other clauses of the Delhi Agreement were independent of the question of the cut and that earnest efforts have been made to give effect to them. The Labour Association, on the other hand, contends, and Mr. Gandhi agrees with it, that the Millowners' Association has not made a serious effort to carry out the terms of the Delhi Agreement and has not proved the impossibility of their being carried out, and, therefore, it is not open to it to ask for a wage cut until it has done so.

"Reading the Agreement as a whole, it appears to me," says the ~~U~~mpire, "that the Labour Association agreed to an immediate cut of 6 $\frac{1}{4}$  per cent with effect from January, 1935, on condition that the work of standardization and the automatic adjustment of wages should at once be taken in hand. I am clearly of the opinion that both the parties intended that the 6 $\frac{1}{4}$  per cent cut should be temporary and should last for about a year, the permanent arrangement being standardization and automatic adjustment and, where mills so desired, rationalisation. In substance, therefore, I agree with the view of Mr. Gandhi, and I am unable to accept the view of Seth Kasturbhai." Sir ~~X~~Govind concedes that there is considerable difficulty in the matter of standardization of wages but expresses the hope that the parties will take steps to give effect to the schemes contemplated in the Delhi Agreement.

Merits of the present wage cut.- Sir Govind next examines the case for a wage cut at present, irrespective of considerations arising out of the Delhi Agreement. With this purpose in view, he sifts and discusses the evidence submitted by both the parties. While doing so, he incidentally refers to several factors, such as Government's trade policy, external competition, internal competition, the efficiency of labour, the system of finance, and the managing agency system *etc.*

Ethics of Wage Cut.- Referring to the assumption of the Labour Union that the mill-agent can forego this commission, the shareholder his dividend, and even the machinery its depreciation, easier than the workman his wages, and therefore, that a living wage is a first charge and should be cut last, an assumption which was supported by Mr. Gandhi, the ~~X~~mpire states that economic realities must be faced. Higher real wages, unless they result in proportionate efficiency, will permanently handicap and might sooner or later even prove fatal to a centre in a country in which one centre has to compete against other centres. In a country of the extent of India with its differing provinces, diets, standard of life and other living conditions, one living wage for the whole of India is not easy to formulate; and if living wages differ in different centres the centre with the smallest wage will be able to undersell others and gradually displace them from their markets.

Umpire's Award.- With these preliminary observations, he examines the statistical data and concludes: "I accept the figures, so far as they go, for the Millowners' Association. They prove that as compared to the peak years of prosperity, such as 1929 or 1931 and 1932, the year 1935 has been a year of slump. But as it is proved that 8 mills were able to make a substantial profit of .5 per cent on their block account, and another 23 of 2.1 per cent and it is not alleged that it was low wages which enabled these mills to avoid losses and make a profit, I am unable to draw the inference that high wages were the main cause of loss and a cut would be the proper remedy, even for the 21 mills which made a loss, much more for the other 21 or for the industry as a whole".

(The Times of India, 28-1-1937)

The E.N. Railway Strike:

Situation unchanged in January.

Reference was made at page 21 of our December 1936 report to the declaration of a general strike on 13-12-1936 in the Bengal Nagpur Railway as a result mainly of increase in hours of work, reduction of wages and demotion of some of the workers (for details, vide pages 23-24 of our November 1936 report). On 24-12-1936, Mr. V.V. Giri, the President of the Union and General Secretary of the All India Railwaymen's Federation, applied to the Government of India for the appointment of a Conciliation Board under the Trade Disputes Act for a settlement of the dispute. This application was turned down by the Government of India on 8-1-1937 on the plea that "no useful purpose would be served by taking the action suggested"; it was also stated that there ~~was~~ no justification for the appointment of a Court of Enquiry.

After the refusal of the Government of India to set up a Board of Conciliation, Mr. Giri met the Agent ~~by about 20-1-1937~~ to discuss <sup>the</sup> ~~terms~~ <sup>the latter had suggested</sup> to bring about a settlement, as a result of which the following terms were offered by the Agent:

1. The Agent promised to take back as many of the dismissed men in the Adra district as it is possible for him to reinstate. When the men were dismissed, promotions were made in the normal course of events, which resulted in a certain number of vacancies being filled. It is understood that the number does not exceed 50, in which case 1,050 men will be reinstated. The Agent also stated that if and when the 50 men are reinstated, they will be put back on the same scale and grades of pay as they held previous to their dismissal.

2. As regards all men on strike being permitted to resume duty without victimisation, the Agent reserves the right to examine ~~the~~ limited number of cases regarding men whose re-employment ~~was~~ "clearly doubtful".

3. Regarding the demand of the Union for being conceded the right of representation of individual cases, the Agent states that the B.N.Railway, in common with other railway administrations, always contested the practicability of conceding the right of representation of individual cases in existing circumstances. If and when it is agreed by other railways, in consultation with the Railway Board, that such representations are in the interests of both administration and staff, the B.N. Railway will agree to fall into line.

4. The Agent has noted for further consideration the necessity for an early discussion with the union of the question of the abolition of short time work in Kharagpur workshops.

5. The Agent undertakes to inquire into complaints that have resulted from revised scales of pay in cases of individuals appointed prior to 15-7-1931. He has received no complaints up to date on this point.

6. In all cases where 12-hour shifts have been imposed in place of eight-hour shifts, the Agent gives an assurance that there will be no infringement of Hours of Employment Regulations under the Washington Convention, etc.

7. The Agent agrees with the suggestion made by Mr. N.H. Joshi and Mr. Giri at an interview they had with Sir Frank Noyce at Delhi, that grievances contained in the strike notice served on the B.N.Railway administration by the B.N.R.Indian Labour Union will be examined by the Agent and an independent officer deputed by the Government of India.

The Agent also made it clear that unless the strike was called off by 28-1-37, steps would be taken to fill the ~~xxxx~~ vacancies caused by men absenting themselves from work and ~~that~~ the terms now under discussion would be cancelled.

Mr. Giri, however, asked for an assurance that all the 1,100 men dismissed from Adra will be taken back without exception and that necessary facilities for resumption of work of all those who are on strike will be arranged, without any direct or indirect victimisation. As regards the latter point, the Agent states that necessary facilities for resumption of work of those who are on strike will be arranged with the exception of those who are considered to be unsuitable for further employment on the Railway".

(The Hindustan Times, 24-1-37)

Agreement has not been reached on these two points and the strike is proceeding.

## Workers' Organisations.

### Trade Union Movement in C.P. and Berar, 1935-36\*.

Registered Unions.- Three new unions were registered during the year, namely—(i) the Labour Union, Gun Carriage Factory, Jubbulpore, (ii) the Tonga Garhiwalas' Union, Nagpur, and (iii) the Raipur Municipal Employees' Association, Raipur. The registration certificate of one union, namely, the Girni Kamgar Union, Nagpur, was cancelled as the union ceased to exist. The number of registered unions at the close of the year was thus 17.

Membership and Funds.-The total membership of all the unions at the beginning and end of the year stood at 9,147 and 10,815, respectively, as compared with 8,968 and 10,260 respectively in the preceding year. No political fund was maintained by any of the registered trade unions.

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

Free Audit.- The free audit of accounts of the trade unions by the auditors of the Co-operative Department, which was sanctioned as an experimental measure for a period of three years from the year 1932-33, has been continued by the local Government for another year. 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 facility offered.

(The annual Report on the working of the Trade Unions Act in C.P. and Berar during 1934-35 is reviewed at page 25 of our January 1936 report).

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al Report on the working of the Indian Trade Unions Act, 1926 for the ending the 31st March 1936. -Nagpur:Govt. Printing, C.P. 1936.-Price - s six. - pp.5

Economic Conditions .

20th Session of Indian Economic Association,

Agra, 31-12-1936 to 2-1-1937.

The 20th Conference of the Indian Economic Association was held at Agra from 31-12-1936 to 2-1-1937 under the presidentship of Dr. John Matthai, Director-General of Commercial Intelligence and Statistics with the Government of India. In the course of his presidential address Dr. Matthai deplored the fact that Indian students, in spite of the greater interest they bestow on the study of economics in recent years, have not contributed much to the current of economic thought. Speaking about the question of economic planning, Dr. Matthai said:

"The need for careful and systematic thinking in Economic matters has never been greater in India than now. To the inequalities of a feudal economy have been added in recent years those of a growing industrial capitalism; and these have been further accentuated by the increase in middle class unemployment and the disproportionate fall in agricultural prices which have followed the general depression. Meanwhile, education is spreading and so also are political consciousness and the power of the franchise. The accentuation of economic inequalities at a time when education and political consciousness are becoming more widely diffused constitutes a situation which is not without danger to the orderly growth of national life. Economic planning is a much abused term; and in this as in other countries it has provided material for much fruitless controversy by its quite unnecessary association with the idea of State action. But if by planning is meant co-operative thinking guided by sound principles and directed to well-defined ends, there never was a greater call for it than now. Even if its results measured by concrete tests amounted to little, its psychological value as a corrective to impulsive action should commend it to thoughtful persons."

Subjects Discussed: (1) Income Tax.- The subjects discussed at the Conference were the Indian Income-tax system, Tariff policy, Transport problems, and Indian trade policy in the light of recent exchange developments. The Indian Income-tax system was taken up on the first day. Several papers were read pointing out the lacuna and defects of the existing system. A case was



also made out for the taxation of higher agricultural incomes on a progressive scale. The administrative and other difficulties were pointed out, but they were not considered insurmountable.

(2) Tariffs.- On the second day, the question of Tariffs was discussed. Most of the papers vigorously supported protection and urged the need for strengthening the Tariff Board and giving it larger powers than it now possesses. The three conditions, which according to Fiscal Commission report, an industry should satisfy before it receives protection, were considered rather rigorous. In the course of the discussion, various defects of tariffs were pointed out and the idea of an all-round protection was largely disapproved, but the general impression left by the discussion was that there was a large degree of agreement among Indian Economists about the need for protecting suitable industries, although they were not agreed about the exact mode and degree of protection and about the level of tariffs needed by the different industries.

(3) Devaluation of the Rupee.- ~~The~~ Indian trade policy in the light of recent exchange developments was also discussed. The discussion, however, turned round the question of rupee devaluation. The devaluationists urged a lowering of the exchange value of the rupee with a view to raising prices and increasing exports. Some also favoured the delinking of the rupee. Others pointed out that the rupee was not overvalued in the present circumstances, and gave some statistical evidence for it. Whatever may have been the difficulties of maintaining the rupee before 1951, they said conditions had changed since that date, and the present position did not warrant any immediate change in currency policy. The discussion, however, was short and inconclusive.

(4) National Income and Transport Problems.- On the third day the question of national income was taken up. Two papers were discussed on the subject and both of them agreed that existing data were not adequate for making accurate estimates of national income and recommended an economic census mainly on the lines recommended by the Bowley-Robertson report. In the afternoon several papers on transport—road, rail and sea—were discussed and various suggestions were made for the co-ordination of the different systems of transport and the establishment of a Transport Board.

(The Hindustan Times, 1-1-1937 and the Hindu, 9-1-1937).

## Progress of Tea Culture in Assam in 1935.

According to a report published by the Government of Assam on the progress of tea culture in the province for 1935, the number of gardens in Assam at the close of the year was 1,067 as against 1,046 in the previous year. Of these, 316 were owned by Indians.

Area under Plantation.- The total area reported under tea during the year decreased from 435,858 acres (revised) of the previous year to 435,553 acres, new extensions being 5,564 acres and abandonments 5,869. The area plucked decreased from 408,860 acres to 407,020 acres, representing 93.4 per cent of the total area under tea as against 94.7 per cent of the previous year. The area owned by Indians was 62,092 acres. The area in the occupation of Indian tea planters was 255,088 acres out of a total area of 1,671,633 acres under tea.

Labour Force.- The daily average number of labourers employed in gardens during the year was 519,435 as against 540,413 in the previous year, the permanent garden labour being 463,412, permanent outside labour 26,206, and temporary outside labour ~~28~~ 29,817 as against 479,210, 28,023 and 33,180 respectively in the previous year. The decrease is due to the observance of economy. The incidence of area (plucked) under tea to labour comes to .78 acres per man, which is the same as in the previous year. The wages earned were almost the same as in the previous year.

Statistics of Production.- The total outturn of tea in the

province during the year was 226,128,260 lbs. of black and 211,526 lbs. of green tea against 232,316,426 lbs. and 518,992 lbs., respectively, in the previous year, or a decrease of 6,495,632 lbs. in all. The decrease was due partly to the generally unfavourable weather conditions and partly to fine plucking of tea leaf on account of the restriction scheme.

The prices obtained were generally better than those obtained last year, although the price of Surma Valley tea obtained in Calcutta was slightly lower. Even at Calcutta prices were better except for tea meant for internal consumption. As, however, such tea constituted a comparatively large quantity, this brought down the average price. Although strict economy had to be observed, the report states that conditions on the whole appeared to be better.

(The Statesman, 14-12-1936).

Development of Sugar Industry: Government  
Establishes Imperial Institute of Sugar Technology  
at Cawnpore. +

According to a resolution recently adopted by the Government of India, it has been decided to establish an institute for sugar technology at Cawnpore. The Indian Sugar Committee of 1920 recommended inter alia the establishment of a Central Research Institute as necessary for the proper development of the sugar industry in this country. The necessity for such an

institute has been <sup>greatly</sup> emphasised, since the date of the report, by the rapid expansion of the industry during the past few years. The Government of India have <sup>therefore,</sup> accepted the recommendation of the Sugar Committee and have started with effect from October 1, 1936, for a period of five years, the Imperial Institute of Sugar Technology at Cawnpore.

A sugar section has been maintained at the Harcourt Butler Technological Institute under the supervision of a sugar technologist for the past five years and it has now been decided to take over, with the concurrence of the Government of the United Provinces, the sugar section ~~of the Harcourt Butler Technological Institute~~ and develop it into the Imperial Institute of Sugar Technology. Besides <sup>offering</sup> the facilities of an up-to-date building available for the Research Institute, Cawnpore is the principal sugar market in India and is situated between the two main sugarcane belts in the west of the United Provinces and in the east of the United Provinces and the province of Bihar.

Functions of the Institute.- It is intended that the Institute should undertake research on:-

- (a) Problems of sugar technology in general and those of the sugar factories in India in particular;
- (b) The utilisation of the by-products of the industry;
- (c) Detailed testing of new varieties of cane under factory conditions; and ~~(d)~~
- (d) General problems of sugar engineering and chemistry.

The Institute is also to provide adequate facilities for the training of students in all branches of sugar technology and to arrange for short refresher courses for men already employed in the industry. It will also be responsible for the collection, tabulation and analysis of scientific control returns from factories and making the results of detailed study of these returns available to factories in the shape of technical reports. The Institute is, in other words, intended to furnish assistance of a scientific and technical nature to all factories

which may need it. Besides carrying on research ~~on fundamental problems of~~ sugar chemistry, it will act as the medium for harmonising the latest developments in the sugar industry abroad with the conditions prevailing in this country.

Administrative Details.- The Institute will be constituted as a subordinate office of the Imperial Council of Agricultural Research Department and will be subject to the same financial and administrative control as other subordinate offices of the Government of India. ~~It has been established with effect from the 1st October, 1936.~~

(The Leader, 25-12-1936).

### Cotton Textile Mill Industry in India

during 1935-36.

The Millowners' Association, Bombay <sup>has</sup> ~~have~~ recently issued ~~the~~ annual statements regarding the Indian textile industry for the year ending 31-8-1936. The salient features of the statements are summarised below:

Number of Mills.- The total number of equipped mills in India is 379 as against 365 on 31-8-1935. The number of mills in Ahmedabad increased by 1 from 83 to 84. The number of mills in the Bombay Presidency, exclusive of Ahmedabad and Bombay City and Island, increased from 63 to 65, in Bengal, the number of equipped mills is 24 as against 22 last year. There was no change in the number of mills in Central Provinces, Berar, Rajputana and the United Provinces, but the number of equipped mills in the Madras Presidency increased from 36 to 45. Out of the 379 equipped mills in the country, 27 were completely idle during the year. Of these 27 mills, 8 were located in Bombay City and Island and 8 in Ahmedabad.

Number of Spindles and Looms.- The total number of spindles in the equipped mills of the country now stands at 9,856,658, an increase of 171,483 during the year. The total number of looms is 200,062, an increase of 1,195 during the year. In Bombay City and Island, the number of spindles fell from 2.99 millions to 2.985 millions but there was practically no change

in the number of looms. In Ahmedabad, the number of spindles increased by about 18,000 to 2,041,514 and the number of looms increased from 50,400 to 50,811. In the Bombay Presidency, exclusive of Ahmedabad and Bombay City, the number of spindles and looms increased by 5,100 and 400 respectively. In the United Provinces, the number of spindles and looms were respectively 735,000 and 11,000 showing an increase of nearly 25,000 and 600 respectively over last year's figures. The number of equipped spindles and looms in Bengal showed an increase of 1,200 and 150 respectively as compared with last year. In the Madras Presidency, there was an increase of 115,000 spindles and no change in the number of looms. The increase in the number of spindles goes to show that the mills recently started in this part of the country are equipped only for spinning yarn. In the Central Provinces, there was no change in the number of looms but an increase of 3,000 in the number of spindles, the figures at the end of the year being, spindles about 321,000 and looms, 5,707. In Central India, the number of spindles increased by about 12,000 to about 368,000 and the number of looms by 200 to a total of 9,715. In Bengal, the number of spindles increased by 1,000 to a total of about 334,000.

Number of Workers.- The average number of workers employed by the industry was 417,803 of whom 248,399 were in Bombay Presidency, 45,365 in Madras Presidency, 30,113 in the United Provinces, 21,954 in Central India, 18,271 in Bengal and 17,769 in the Central Provinces.

Capital Invested.- The total paid-up capital of the industry on 31-8-1936 amounted to Rs. 405.5 millions which represents an increase of Rs. 16.8 millions compared with last year. In Bombay City and Island alone the total paid-up capital of the completely equipped mills increased by Rs. 4 millions to the figure of Rs. 132 millions.

Activity of Mills.- In the year ending 31-8-1936, the industry consumed 1,555,000 candies of 784 lbs. of cotton as compared with 1,562,000 candies in the previous year. The average number of spindles working daily during the year was 8,504,000 out of a total of 9,857,000 erected. Last year, the corresponding figures were 8,441,000 working out of a total of 9,686,000 erected. Of the 200,000 looms erected, an average of 178,000 were working daily during the year. This compares with the figure of 174,000 working daily in the previous year out of a total of 199,000. In Bombay City and Island only 2,306,000 spindles and 57,800 looms out of 2,985,000 spindles and 68,000 looms were working regularly. The above-quoted figures of spindle~~s~~ and loom activity do not include nights shift working. The figure of cotton consumed, however, include night

and day consumption. The number of operatives employed daily on day shift work was approximately 418,000 as against 415,000 in the previous year. Particulars of the numbers regularly employed on night shift work are not available.

(Summarised from Statements forwarded to this Office by the Millowners' Association, Bombay, and the Hindustan Times of 20-12-1936).

## Employment and Unemployment.

### Problem of Unemployment in Bombay: Government formulates Scheme of Vocational Training.

According to a press note recently issued by the Bombay Government on the problem of educated unemployment in the Presidency, in the absence of facilities for vocational training, many boys in secondary schools who might enter industrial occupations study for the matriculation examination, join the University, and then find at the end of an expensive course of studies that they are unable to obtain suitable employment. The Government, which had been considering <sup>for some time past</sup> the question of a remedy for this unsatisfactory condition, has now sanctioned an apprentice scheme prepared by the Director of Industries. The present scheme is a beginning in its general scheme for providing suitable vocational training for relieving unemployment among the educated classes.

Details of the Scheme.- The apprentice scheme comprises the acceptance by a number of industrial establishments of boys whose education has progressed up to about the matriculation standard for training for a period of about five years. The essential part of the scheme is that these boys will be bound by the terms of an agreement to attend technical classes in the evening during the whole period of their training. Under this arrangement their practical and ~~xx~~ theoretical training will be carried on simultaneously. The number of boys to be taken up will be approximately that which can be absorbed in the industries concerned after the period of their training is over.

56 industrial establishments in <sup>the</sup> Bombay City and Island have so far agreed to co-operate in the scheme and between them they have agreed to admit about 275 boys per year. In a similar manner 33 industrial establishments in Ahmedabad have so far responded and have agreed to take between them about 150 boys per year. In almost every case it has been agreed that the boys will, at the commencement get about Rs. 15/- a month as wages,



according to ability, and after a few months when they have made themselves useful in the factory ~~is~~ concerned, they will be given higher wages. As far as possible these boys, after their period of training is over, will be absorbed as skilled workers into the industrial establishments concerned. To start with, the scheme is proposed to be put into operation only in the cities of Bombay and Ahmedabad.

The theoretical classes for the apprentices will be held in Bombay in the premises of the Victoria Jubilee Technical Institute. At Ahmedabad the theoretical classes for apprentices will be held in the R.C. Technical Institute and such members of the staff of these institutes, and others ~~are~~ as are appointed by the Director of Industries, will work as part-time teachers under the scheme.

Courses of Training.- The courses of training at present proposed are: Mechanical engineering, electrical engineering, spinning, weaving, dyeing, and printing and typography.

Advisory Committee.- In order to ensure the continued co-operation of industrial establishments in connection with the scheme an advisory committee ~~should~~ be formed on which representatives of the participating industries ~~should~~ be nominated. A committee as shown below ~~will~~ accordingly ~~be~~ constituted in the first instance from January 1937: Director of Industries (chairman), one representative of the Bombay Millowners' Association, one representative of the Bombay Engineering Industry, one representative of the Ahmedabad Millowners' Association, three experts, one of whom is to be the Principal, Victoria Jubilee Technical Institute.

The scheme provides for the appointment of a Deputy Director of Industries (Technical Education) who will be the Secretary of the Committee which will be appointed for a term of three years. The functions of this committee will be purely advisory and it will be consulted by the Director of Industries on matters relating to ~~the~~ (1) selection of boys for training, (2) training of apprentices in factories, (3) types and duration of course of training and syllabuses of technical subjects in the evening classes, (4) forms of indenture of apprentices and (5) absorption of trained apprentices by the various industrial establishments.

(The Times of India, 25-12-1936)

Efforts of U.P. Government to Solve Unemployment:

Facilities for Training offered to Engineers.

One of the recommendations of the United Provinces Unemployment Committee was to the effect that "some well thought-out system for imparting practical training to civil, mechanical and electrical engineers should be provided, and this may necessitate some consultation with, and co-operation on the part of some departments of the Government, factories and big industries in these provinces, and possibly outside. The preparation of such a scheme should be left to experts. Steps may also be taken to prepare a scheme to complete the practical side of the education of mechanical and electrical engineers, so that they be fit for immediate employment by the Government and industrial concerns."

A notification issued on 14-1-1937 by the U.P. Government states that the Public Works Department of the Government has an arrangement with electric supply licensees for the practical training, free of charge, of two ex-students of mechanical and electrical engineering schools and colleges per year, and a suitably worded clause is now almost invariably inserted in all electric supply licences. The principals of technical schools also try to make the necessary arrangements for the practical training of students and ex-students of such schools in railway or other recognised workshops, power stations and factories. Certain classes of civil engineering students are attached to executive engineers, so that they may receive training under practical conditions.

Nevertheless, the Government holds that the existing arrangements leave some room for expansion and improvement. Agreeing with the Unemployment Committee, it has accordingly appointed a special committee with Sir William Stampe, Chief Engineer, Public Works Department of the Government, as Chairman, to advise Government as to the measures that can and should be adopted with a view to provide facilities for effective practical training, with or without payment of wages or remuneration, for students and ex-students of colleges and schools, both Government and recognised, of civil, mechanical and electrical engineering in the United Provinces.

(The Leader, 17-1-1937).

Alleviation of Middle-class Unemployment in  
Bengal: Calcutta University's Scheme for Commercial  
Training.

Mr. Shyama Prasad Mookerjee, Vice-Chancellor of the Calcutta University, has prepared a scheme for commercial training of university students as a measure of alleviating the middle-class unemployment in the Bengal Presidency. The scheme was discussed and approved by the University Syndicate on 17-1-1937. The following are the salient features of the scheme:

Commercial Training.- As a result of discussions with the President of the Bengal Chamber of Commerce, the University ~~would be~~ able to arrange for opportunities to selected youths to learn the technicalities of trade through the help of established firms and business concerns to which they will be attached as apprentices. It is proposed to approach other employers' organisation for this purpose. The exact lines on

which and the extent to which such practical training may be given immediately and in future will mainly depend on the response that is received from the various firms established in the city.

It will obviously be necessary to pay the selected students some monthly allowance during the period of their training in order to enable them to meet their personal expenses. This may be fixed at Rs. 30 each for the present. The continuance of the allowance will depend on satisfactory periodical reports from the firms to which they will be attached. Ordinarily the period of training will last for one year but it may be for an extended period in special cases. The allowances may be paid from four different sources. First, the University should make itself responsible for paying 30 selected youths out of its own funds. Secondly, the University may charge fees from some apprentices who can afford to pay the same. Thirdly, there may be firms who will themselves be ready to pay allowances in suitable cases. Fourthly, it is hoped to get donations from public-spirited citizens.

Organisation of Lecture Courses.- Another line of co-operation between the University and the business houses of the city will be the organisation of courses of lectures, outside the usual class-routine, on practical subjects which will be of special advantage to those who are preparing for a degree in economics, commerce or applied science. Several well-known persons have already agreed to deliver such lectures and it is proposed to introduce this scheme from the beginning of the next academic session. This association will enable the students to obtain first-hand knowledge of, and information on, practical problems concerning their subjects of study and will also render it possible for the University to know how exactly its courses require modification so that they may not be described as predominantly theoretical.

Training for Competitive Examinations.- Mr. Mookerjee also emphasised the necessity for making satisfactory arrangements for the training of selected students of the University preparing for competitive examinations. The University has recently organised training for some selected students preparing for the Indian Civil Service examination. Such training, it was pointed out, ~~may~~ cannot possibly be concentrated in the University and the attention of the affiliated colleges to the urgent necessity of their moving in the matter also has to be invited. Apart from actual instruction, the University should have an organisation wherefrom all available information regarding the various competitive examinations could be regularly supplied to those who might ask for it. There should also be an "adviser" in the University to whom principals of colleges, guardians and students may come and seek information and advice.

Appointments Board to be set up.- The first step which must be taken is to establish a committee, which may be called the Appointments Board, to work with the help of sub-committees

as may be found necessary. Its functions will mainly be : (1) ~~to~~ select apprentices for practical training in technical and non-technical lines; (2) ~~to~~ recommend to firms names of suitable candidates for appointment, when requested; (3) ~~to~~ remain generally in touch with employers and to collect statistics and supply information; and (4) ~~to~~ advise students preparing for competitive examinations and if necessary to organise their training.

The University addressed the Government of Bengal some time ago on the subject of the creation of such a Board, suggesting that perhaps one single Board might be established which would have, in addition to the above duties, the duty of advising students desirous of proceeding abroad for further education. This, it was pointed out, will mean the abolition of the existing Students' Information Bureau and ~~the~~ <sup>that</sup> grant made now by Government to the University for meeting the expenses of the Bureau may be suitably enhanced for meeting the increased liabilities. The decision of ~~the~~ <sup>the</sup> Government on this question, it is stated, has not yet been received. Mr. Mookerjee suggested that the University should not wait for the Government decision but should ~~an~~ set up the Board for two years in the first instance.

The scheme ~~is awaiting~~ <sup>received</sup> the sanction of the Senate which will consider ~~the~~ the question ~~shortly.~~ <sup>on 23-1-1937.</sup>

(The Amrita Bazar Patrika, <sup>725=</sup>18-1-37).

Bombay Corporation's Proposals for relieving  
Unemployment: Proposal Declared Inadvisable.

References have been made in the earlier reports of this Office to certain proposals which have been engaging the attention of the Bombay Municipal Corporation for affording relief to the Unemployed in the City. (vide pages 66-67 of April 1934, page 55 of May 1934 and pages 69-71 of September 1934 reports). Early in 1934 the Corporation requested the Bombay Government to arrange for a conference to discuss this important question. The Government, however, took no steps in the matter but

suggested that it was a matter for the Corporation to tackle. Thereupon, it was again represented to Government that the relief of unemployed was neither mentioned in the Municipal Act wherein the obligatory duties of the Corporation were enumerated, nor did it find a place in the list of activities which the Corporation could at their discretion undertake. It was also represented to them that a large majority of the unemployed in the City were drawn from the labour classes connected with the textile industry and it was possible only for the Government to organise any relief or palliative measures in consultation with industrial interests.

When, however, the Government declined to reconsider the question, a resolution was passed by the Corporation to the effect that, "in view of the urgent nature of the question of relief of unemployment in this City, which is pressing hard on all classes and particularly on the lower middle class and industrial labour, His Worship the Mayor be requested to take immediate steps to call a meeting of all important commercial, industrial and other bodies he may think best in order to discuss and decide what measures should be adopted in order to meet this situation."

This resolution was referred to the ~~Law~~, Revenue and General Purposes Sub-Committee of the Corporation for report. The Sub-Committee has recently reported to the effect that, in view of legal difficulties and also in view of the complexity of the problem, the proposal referred to it by the Corporation, *namely,* ~~on~~ the question of adopting measures for the relief of the

unemployed in the city need not be pursued further. It is stated that during the discussion in the sub-committee it was pointed out that, apart from the consideration whether it was within the purview of the Municipal Act or not, the question of relief to the unemployed was very complex, and that it was very doubtful whether the resources of the Corporation would be equal to the task. The Committee also points out that the Corporation has considered the question and admits that the unemployment in the City is not local in origin nor ~~is~~ amenable to control by the Corporation. It <sup>is on the other hand,</sup> mainly industrial in nature and the problem has been dealt with in advanced cities in the West by Government themselves through insurance schemes, old age pensions, etc. Under the circumstances, the sub-committee recommends that it is neither desirable nor practical to call a conference as suggested in the ~~proposition underlying the~~ Corporation resolution.

Mr. Jannadas B. Mehta, the Mayor, in his minute of dissent to the report of the sub-committee states: "I am afraid the Committee has not realised the gravity of the distressing situation which has arisen owing to the depression and unemployment. That Government have failed and neglected to bear their share of responsibility in this matter is both plain and painful but the duty of the Corporation does not end along with the default on the part of Government. There are many things which the Corporation can do whether <sup>the</sup> Government realise their responsibility or not; the least the Corporation can do is to organise unemployment exchanges in one or two places to enable it to find out the extent of the misery that now prevails".

(The Times of India, 19-1-1937).

Social Conditions.

The Beggar Problem of Calcutta: Discussion  
at meeting of Calcutta Corporation.

At a meeting of the Calcutta Corporation held in December 1936, the question of the City's beggar problem in its relation to public health was considered. In this connection the Estates and General Purposes Committee had submitted a report in which it was stated (1) that the beggar problem in Calcutta is not exclusively the concern of the Corporation and that the Government of Bengal have at least an equal responsibility in the matter; <sup>that</sup> ~~the~~ Corporation should, however, to a reasonable extent co-operate in any efforts that may be made to find a solution but <sup>that</sup> ~~having~~ regard to present and future commitments, the Corporation could not possibly undertake to bear the entire cost of any scheme that may be adopted in this connection, and (2) that it was desirable to discuss the matter at a conference to be held between the sponsors of the Vagrancy Bill, and some representatives of the Corporation and that the Government should arrange for such a conference at an early date.

<sup>Many</sup> ~~The~~ members who took part in the discussion of the problem expressed the opinion that the initiative in finding a solution for the problem should be taken by the Corporation.

On the motion of Mr. F. Rooney, a special committee of six members of the Corporation was appointed to consider the beggar problem and to suggest remedies; the committee are to co-opt four others, not members of the Corporation.

(The Statesman, 12-12-1936).



Social Insurance .

The Tata Iron and Steel Company's Schemes of  
Retiring Gratuity and Provident Fund.

The Tata Iron and Steel Company, Ltd., Jamshedpur, has recently announced a scheme of retiring gratuity as well a new scheme of provident fund to replace their current scheme, both of which to come into effect from 1-4-1937. The salient features of the two schemes are summarised below:-

Scheme of Retiring Gratuity.- A retiring gratuity equal to half-a-month's salary or wages for every completed year of continuous approved service, subject to a maximum of twelve months' salary or wages, will be paid to all employees of the Company, other than non-Indian employees serving the Company under a contract, who have put in not less than twenty years' continuous service and whose salary or wages at the time of retirement does not exceed rupees five hundred per month.

From the date of the introduction of this scheme, all non-covenanted employees of the Company in India must retire from service on attaining the age of sixty years unless their service is extended by competent authority.

As an exception to the limit of twenty years' continuous approved service mentioned above, an employee who within a period of three years from the date of introduction of this scheme, voluntarily retires on attaining the age of fifty-five or is compelled to retire whatever his age, will be eligible for a retiring gratuity if he has rendered not less than fifteen years' continuous approved service on the date of his retirement.

Provident Fund Scheme.- A new provident fund scheme has been drafted with a view to give effect to the provisions of the Indian Income Tax Act and of the Indian Companies (Amendment) Act, 1936. The scheme is for the benefit of all employees of the Company on a monthly salary or wages of not less than Rs. 15, with the exception of non-Indian covenanted employees who shall not be eligible to join the Fund.

*rules regarding*  
The membership of the new fund will be ~~constituted~~ as follows:

- (a) All new employees of the Company entering its service on or after 1st April, 1937, except <sup>those</sup> at the ore mines, quarries and collieries, must join the new fund;
- (b) New employees of the Company entering its service at the ore mines, quarries and collieries on or after

1st April, 1937, and existing employees in those departments may join the new fund at any time or refrain from doing so at their option;

- (c) Existing employees of the Company who are not members of the existing provident fund may join the new provident fund at any time or refrain from doing so at their option.
- (d) Members of the existing provident fund may elect before 1st April, 1939, to join the new ~~RM~~ fund. In such cases the balances standing to their credit in the existing fund will be transferred to their accounts in the new fund. No employee may be a member of both funds simultaneously.

The main features of the new fund are that one-twelfth of each member's salary or wages will be deducted each month and placed to his account in the fund. The Company will contribute a similar amount to each member's account. The rate of interest on the combined amount will be that earned by the ~~R~~ fund, and the members will obtain relief of income tax under the rules.

All new admissions to the existing Works Provident Fund shall cease as on and from the 1st of April, 1937, but this fund will continue to operate for its existing members who do not elect to transfer to the new fund, subject to such changes as may be deemed necessary as a result of the passing of the Indian Companies (Amendment) Act, 1936.

(The Tisco Review, January 1937).

Public Health.

Safety First Association of India:

Bengal Branch Inaugurated.

The Calcutta Rotary Club organised a conference of persons in Calcutta interested in the Safety-First movement on 18-12-1936 under the presidentship of the Hon. Sir Harold Derbyshire, Chief Justice of Bengal, to inaugurate the Bengal Branch of the Safety-First Association of India. Sir Harold, in the course of his speech, drew attention to the rising number of accidents in all countries in recent years due to the advent of machines and locomotives and stressed the imperative necessity for concerting measures to minimise and prevent such accidents. He then moved the following resolution which was unanimously adopted.

"This conference resolves that a branch of the Safety First Association of India (incorporated under the Indian Companies Act of 1913), to be named the Bengal Provincial Branch, with Headquarters in Calcutta, shall be and is hereby formed."

(The Amrita Bazar Patrika,  
19-12-1936).

Bombay Municipal Corporation's Efforts to

House Workers: New Blocks opened.

References have been made in our previous reports to the excessive over-crowding and bad housing conditions of the poorer classes of the Bombay City, many of whom are industrial workers (vide pages 48-50 of ~~our~~<sup>the</sup> October 1936 Report of this

Office). The City Corporation has been concerting measures to solve this problem for sometime past, as a result of which, in the first instance, 54 blocks of 700 rooms, built at a cost of Rs. 725,000, were opened on 10-1-1937 by Mr. Jamnadas Mehta, Mayor of Bombay. These blocks are expected to house 3,500 persons and are intended to replace a labour camp near Dharavi (erected in 1920 at a cost of Rs. 260,000) ~~to house~~ <sup>of</sup> 4,500 refugees from the famine-stricken areas in the Deccan, many of whom are at present in the employ of the Improvement Trust.

In opening the colony, Mr. Mehta outlined a scheme calculated to solve the housing problem of the working class people. According to him it would be necessary to build 120,000 one-room tenements at a cost of Rs. 134 millions to accommodate 300,000 people. More than adequate open area was available in the city for the construction of the <sup>necessary</sup> buildings and it was not beyond the means of the Municipality and the people of Bombay to solve the problem of overcrowding. The housing problem in Bombay has been one of extreme urgency at every stage of the development of the city and, although, ~~since the plague,~~ serious attempts have been made by the Government, the Municipality, the Improvement Trust, the Port Trust, the Railways and the millowners towards improving the housing accommodation, the problem has remained well nigh unsolved, and 81 per cent of the population are living in over-crowded conditions.

According to the census of 1931 the total number of one room tenements in the City is 197,616, housing 791,762 people and of two-room tenements 26,231, housing 131,872 people. Thus, between these two classes of tenements are housed 923,634 of the city's population. This gives an average of 3.7 per room. Minimum space for decent housing requires that no single room tenement should house more than 2.5 persons.

(The Times of India, 12-1-1937)

Public Health Problems of India in 1934\*

Vital Statistics.- The chief vital statistical facts relating to British India for 1934, according to the latest Annual Report of the Public Health Commissioner with the Government of India, are:

|   |           |             |
|---|-----------|-------------|
| Mid-year estimated population             | ...       | 275,753,570 |
| Area (square miles)                       | ...       | 890,116     |
| Density per square mile                   | ...       | 310         |
| Births {                                  | Number    | 9,288,897   |
|   | Rate p.m. | 34          |
| Deaths {                                  | Number    | 6,856,244   |
|   | Rate p.m. | 25          |
| Infantile mortality per 1,000 live-births |           | 187         |
| Vital index.                              | ...       | 135.48      |

The year presented no markedly unusual features in regard to health conditions. The death rate is higher than last year and so is the infantile mortality rate, while the birth rate is lower, but such fluctuations in the recorded rates must be expected under the present system of registration and too much stress should not be laid on them. The natural increase of 9 per mille is well below the high figure of 14 recorded last year, but fluctuations in this figure also are a feature of India's statistics. Mortality from the principal epidemic

Annual Report of the Public Health Commissioner with the Government of India 1934.-Vol.I with Appendices.-Manager of Publications, Delhi. 1936.  
e Ps.6-2-0 or 10s. -pp.358.

diseases has risen this year. Cholera deaths have been nearly three times what they were in 1933, plague mortality is almost doubled, but deaths from smallpox are low. The other principal causes of deaths show comparatively little change, although in the main the figures are higher, particularly under the heading "Fevers" where there is an increase of over 400,000 deaths.

Population Problems. - In his previous reports attention has been called by the Public Health Commissioner to the population problem in India and to the gravity of the position which will have to be faced if the rate of increase recorded in the decade, 1921-31, continues without a counter-balance in the shape of increased food production. Population, as enumerated at the census, is the only accurate piece of information in India on which to base any opinions as to vital statistics. As one moves away from the census figures he finds himself less and less certain of the available data. In no direction is the lack of accurate data more evident than in a consideration of the population problem particularly in its relation to food production.

The existing data regarding food production are not accurate enough to enable one to draw any definite conclusions as to its sufficiency or otherwise. In view of these statistical shortcomings, the report remarks that "it is not safe positively to assert that food production cannot keep pace with population increase. Although there is evidence of widespread under-nutrition in India there is no evidence to show that the ~~kray~~ "ryot" is worse fed now than he was in earlier days. Rather it is probable that the absorption of foodstuffs has, over a period of years, risen in proportion to the population. This cannot, however, be proved with our present statistics and there is a great need for a general survey of food production in India. Until such a survey has been carried out, the question of population in relation to food supply cannot be satisfactorily determined. If food production keeps pace with population increase, a critical situation may be avoided, but India needs more than this. A higher standard of living, with all that this

brings in the way of improved health and welfare, is a pressing need which can only be obtained, in a predominantly agricultural country, by a considerable increase in food production or a pronounced drop in the annual increment of population."

Infantile Mortality.- The year, 1934, was comparatively unhealthy for the infant population in India; and 197 out of every 1,000 born are reported to have died. This compared with a rate of 171 in 1933 and 176 ~~the~~ the 5-year mean. The persistent high mortality of infants may be ascribed in part to defective registration not only of births but of infant deaths, through the inclusion of still-births, and partly to the tendency of the more illiterate of the population to underestimate the age of deceased infants. The figures suggest that besides defective registration, skilled maternity or midwifery service is inadequately or poorly provided especially in the rural tracts and that the indigenous dai, <sup>(midwife)</sup> as it is much cheaper, is still in popular demand. The poor nutrition of the mother, overcrowding, a high birth rate and high maternal mortality rate, frequent prematurity and the prevalence of respiratory diseases, convulsions, malaria and syphilis, combined with wide-spread ignorance of infant management, all contribute to the great loss of infant life in India. Birth rate, as also infantile death rate, is high among the poor classes, owing to the inaccessibility to them of efficient medical service. The only countries, having rates at all comparable with those of India, are Roumania, Hungary, Egypt, Portugal, Czechoslovakia and Japan.

Lead Poisoning: Burma.- 5 cases of lead poisoning among ~~the~~ employees of the Burma Corporation, Ltd., Nanttu, were treated; of these 4 improved and one was discharged with compensation.

Industrial Hygiene and Mines.- The daily average number of persons who worked in and about mines regulated by the Indian Mines Act, 1923, was 192,210 men and 57,171 women. Underground labour totalled 109,025 men and 11,193 women. With a view to minimise accidents and to prevent the occurrence of miners' nystagmus, the attention of owners, agents and managers of mines was drawn during the year under report to the British

Coal Mines General Regulations (Lighting), 1934, which provide for improvement of lighting conditions below ground. In Bengal and B. and O., although the prevalence of cholera increased this year, the general health of workers in the Jharia and Ranigunj Mining Settlements was on the whole satisfactory. In the Asansol Mining Settlement also the health of the colliery population, i.e., the miners and their families, remained good.

Health Conditions of Factory Workers.- The total number of factories at work was 8,658 of which 4,023 were perennial and 4,635 seasonal. The average daily number of persons employed increased from 1,405,402 to 1,487,231. Women workers numbered 220,860 and children 18,562, these representing 15% and 1% of the total factory population. Recorded accidents included 233 fatal, 1,440 serious and 16,114 minor. More extensive use of machinery was partly responsible for a higher number of accidents; as also the development of new industries involving risks either unknown or insufficiently appreciated, increased pressure of work and increased unemployment, etc. Safety committees continued their useful work in some factories. The general health of factory employees was reported to be normal and no dislocation of industry occurred from epidemic disease. Considerable progress was recorded with housing schemes in the U.P., Bombay, Punjab and Bengal.

Nutrition.- The following remarks are made in the report on the Indian nutritional problems:

"Whatever may be the solution of the population problem in India, no one will deny that our large annual increase of population requires that attention should be directed, to a greater extent than has hitherto been the case, to the important subject of nutrition. As has been mentioned in the introduction to this report, the whole question bristles with difficulties, the principal one being the lack of accurate data on food production. A great deal of research has been carried out in the Nutrition Research Laboratories of the Indian Research Fund Association at Coonoor and the results of this research require to be made known to the public. Over and above this there is need for an investigation into the state of nutrition and dietary habits of the people, on which our information is lamentably deficient. Only after ascertaining the facts will it be possible to draw up a sound scheme for the improvement of nutrition in the country. Such a survey cannot be carried out by the Central Government alone. It requires the active ~~and~~



co-operation of all units, and it seems desirable that a beginning should be made by appointing, on the staff of the Directors of Public Health in each province, an officer who might be trained as a nutrition expert to carry out provincial surveys and to act as general nutrition adviser in his province.

Professor A.L.Bowley and Mr. D.H.Robertson in their report to the Government of India on "A scheme for an economic census of India with special reference to a census of production and reorganisation of statistics" have recognised the inseparable connection between health and economic questions and the desirability of including information regarding ~~xxx~~ health matters within the scope of the surveys they have proposed.

One of the greatest deficiencies in the diet of the peoples of India is the fat-soluble vitamin A. New cheap sources of this important vitamin are urgently needed and research on this subject should be prosecuted with vigour."

Rural Hygiene.- The report stresses the imperative necessity for improving ~~the~~ sanitary conditions in rural areas. In these areas, educationally, socially and materially backward as the people are compared with urban areas, general sanitation is still in a primitive condition. There are few protected water supplies or efficient arrangements for conservancy. There is much soil pollution, fly breeding is intense in most, malaria is rampant through great tracts, and epidemics find a favourable home and take a heavy toll of life annually. Medical relief for the most part is grossly inadequate, and maternity and child welfare works are almost completely lacking. It is perhaps natural that funds available for environmental hygiene have hitherto been spent mainly in the towns, but there is great need for improvement of sanitation in the villages and the claims of the rural dwellers should not continue to be neglected.

Since the close of the year under review, the Government of India have given grants to provinces for rural reconstruction approximating over 9 millions and have specified sanitary measures, such as anti-malarial schemes, village water supplies and village sanitation, among the principal subjects, to which the funds should be devoted. It is hoped that these substantial grants will accelerate the progress of rural sanitation and

will assist and stimulate provinces to draw up a definite policy for effecting improvement in the health conditions ~~of~~ life of the Indian villager. It is also hoped that the forthcoming Java Conference on rural hygiene, to be held under the auspices of the League of Nations, will have an important effect in stimulating interest in the subject in this country, particularly if Governments send strong delegations to attend it. It is remarked that the experience gained at such a conference, where the methods of rural hygiene adopted in other countries having problems similar to those of India will be discussed, should be invaluable.

(The Annual Report of the Public Health Commissioner with the Government of India for 1933 was reviewed at pages 36-44 of our October 1935 report).

## Nutrition.

### Report of the Nutrition Advisory Committee.

Reference was made at pages 66-68 of our June 1936 report to the first meeting of the Nutrition Advisory Committee set up under the auspices of the Indian Research Fund Association, which was held from 18 to 20-6-1936. The Official report of the meeting is now available and is summarised below. The items on the agenda of the meeting were: (1) To consider the investigations now in progress throughout India, and (2) to consider proposals for future work and to make recommendations to the Scientific Advisory Board.

I. WORK IN PROGRESS. - (a) Analysis of Common Food Stuffs. - The Committee noted that over 160 common foodstuffs have been investigated for their energy value and their content of proximate principles, calcium, phosphorus and iron. A smaller number have been examined for their vitamin content. It considered that within a short period a sufficient amount of data will have been obtained to justify the publication of preliminary tables of food ~~xxx~~ values. The Committee suggested suitable methods of making this publication popular. It recognised the value of the food analysis studies now proceeding in Coonoor and Calcutta and recommended that they should be continued, including studies of the effect of storage, temperature, cooking, etc. on nutritive value. Wherever areas are found in which there is evidence of deficiency disease, an attempt should be made to correlate the chemical composition of grain and other foodstuffs with the chemical composition of the soil and with cultural conditions.

The Committee made the following further observations:

(i) The investigations on the production of stone and the relationship between diet and diabetes and cirrhosis of liver should be carried out as opportunity offers, and the Committee suggested the possibility of carrying out field enquiries on stone in relation to diet at some future date.

(ii) The investigation on the iso-electric point of vitamin B<sub>1</sub> has been completed, and those on the lethal effect of raw cabbage diet on young rats and on the phosphatic content of epithelium and nerves in vitamin A deficiency have been discontinued.

(iii) The study of the incidence of pathological conditions

associated with dietary deficiency has shown the occurrence of conditions such as phrynoderma and stomatitis, the aetiology of which is not generally known to medical practitioners. It was suggested that these conditions should be brought to the notice of medical men by articles in the medical press.

(b) Field Work on Nutrition.- (a) The Committee recognised the value of field work carried out up to the present by the Nutrition Research Laboratories and suggested its extension. Study of methods of assessing 'state of nutrition' and dietary requirements in relation to Indian conditions were observed to be particularly important in view of the proposed extension of field nutrition enquiries throughout India.

(b) An essential study, it was suggested should be that of the metabolism of different classes and age groups, because it is doubtful whether Western standards of calorie requirements are applicable to Indian conditions. The studies which have been made on this subject by Dr. S.A.Rahman in Hyderabad State, indicate a valuable line of work which the Committee would like to see developed and extended to other areas.

(c) The Committee considered that the investigation of Indian foods for their content of the various factors in the vitamin B<sub>2</sub> complex, at present in progress under Dr. H.Ellis C. Wilson in Calcutta, should be continued.

(d) The Committee considered the position of the enquiry on cheap balanced diets xx under the Bombay Presidency Baby and Health Week Association, and requested Professor Niyogi to report to the Scientific Advisory Board on the progress of this investigation.

II. FUTURE WORK.- (a) Nutrition Surveys among School Children.- The Committee considered it essential that surveys of 'state of nutrition' in relation to dietary habits should be carried out in representative areas throughout India, in order to give a more detailed picture of the extent of malnutrition in the various provinces of India and of the effect of diet deficiency on physique and health. If this were obtained the present vagueness regarding the problems of nutrition in India would be replaced by exact knowledge. Attention should be particularly directed to investigation of the 'state of nutrition' of school children. It is emphasised that at present little accurate information exists either in regard to the incidence and extent of malnutrition or to the diets actually consumed in different areas regarding which exact quantitative and qualitative data are required.

Investigations of 'state of nutrition' and dietary habits should be carried out in selected areas by existing nutrition research organisations at Coonoor and Calcutta, with such additions to staff as may be necessary. The experience gained in such investigation will be invaluable in prescribing methods of enquiry suitable for general use throughout the country, and for the training of provincial nutrition workers. The enquiries

will, in fact, be used as a training ground for such provincial workers.

In connection with 'state of nutrition' enquiries, the following points should receive particular attention:- (a) Height and Weight. (b) The incidence of various symptoms of food deficiency disease. (c) The incidence of caries and maldevelopment of teeth. (d) The A.C.H. index of nutrition (adjusted to Indian physique). (e) Various other methods of assessing 'state of nutrition,' the value of which will be studied and compared as the investigation proceeds.

In carrying out enquiries into dietary habits, data should also be obtained concerning the economic and social condition of the families studied. Information should also be collected about methods of preparing and cooking food. Studies of dietary habits and 'state of nutrition' should be carried out as far as possible in the same groups, in order to throw light on the effect of diet on physique and health.

The Committee suggests a scheme for training provincial nutrition workers to carry out the above enquiry by provincial governments. The role of the central organisation is to be to draw up the general lines of the proposed surveys, to train provincial workers, to collate the results, and to carry out surveys in the centrally administered areas.

(b) Survey of Food Supplies in relation to Dietary Requirements of Population.- The importance of such a survey is obvious in view of the fact that it has been freely said in the past that population is overtaking food supply, special emphasis having been placed on the fact that the area under food crops and, more particularly food grains is practically stationary. The present estimates of production are not sufficiently accurate to enable any estimate of the gross food supply of India to be made. The total production of a given crop is estimated from the equation: Production = area x standard outturn x seasonal condition factor. The standard outturns for the most important crops were determined with some care many years ago, but they have not been properly revised since the war and they are out of date in most provinces.

Another factor to be taken into account in assessing the food supply of a single province is the movement of food into and out of the province by road, rail and steamer. It is therefore suggested that the Government of India should be asked to arrange for a special study of the statistics of food production in India by the Central Statistical Department.

The surveys recommended by the Committee would, it is suggested, under present conditions, supply more useful information on the problem of nutrition in India and the data obtained in such enquiries would provide a practical basis

for the adjustment of local agricultural policy to nutritive requirements.

(c) Survey of Deficiency Diseases.- The Committee suggested that at present no new specific enquiries should be organised in connection with deficiency diseases. As the investigations proposed by the Committee proceed, opportunities for studying deficiency diseases will arise; these should be taken advantage of, and if necessary special personnel appointed to carry out ad hoc enquiries. At any time outbreaks of some type of nutritional disease may occur, and the chance of gaining valuable knowledge offered should not be neglected.

(d) Sources of Vitamin A and Carotene.- The Committee emphasised the importance of a cheap source of vitamin A for India, deficiency of this factor being a major feature of Indian diets. The Committee suggested that the value of red palm oil should be investigated clinically. Should this oil prove valuable as a source of vitamin A for human beings, steps might be taken to establish its production and use in India. The possibility of obtaining a cheap supply of vitamin A from fish liver oils should be studied. It is suggested that hilsa liver oil in particular might be investigated both with regard to its nutritive value and the supplies available.

(e) Soya Bean etc. - The value of soya bean preparations as a supplement to India dietaries should be studied. Special attention should be given to methods of preparing and cooking soya bean. The possibility of using groundnut cake as a supplementary source of protein should also be investigated.

(f) Milk.- The Committee emphasised the value of milk and milk products, which contain nutritive elements ~~xx~~ insufficiently present in average Indian dietaries. It considered that it is urgently necessary to create a larger demand for milk and milk products, to increase their production and to improve their distribution.

Experiments demonstrating the value of whole and skim milk as a supplement to Indian dietaries should be carried out, in selected groups of children, in schools and residential institutions. The possibility of using skim milk, supplemented by a fat which is rich in vitamin A or carotene in the feeding of infants and pre-school children, should also be investigated.

(g) Education and Propaganda.- The Committee emphasises the importance of education and propaganda work. It considers that the I.R.F.A. Nutrition Research organisation should prepare educational material on various aspects of nutrition which can be made available for use and adaptation by provincial public health authorities and others interested in health propaganda.

(Summarised from a copy of the Report received in this Office).

( A copy of the Report was sent to Geneva with our minute D.1/1414/36 dated 23-12-1936).

Nourishing Food for School Children:

Ceylon Scheme.

The Government of Ceylon have set apart Rs. 1,000,000 to give free meals to school going children. The idea underlying this scheme is reported to be that poor students who are unable to get nourishing food in their homes will be fed by the Educational Department to enable them to grow into healthy adults. It has been laid down by the Educational Department that every meal should include unpolished rice, dhal, cocoanut oil or ghee, plenty of fresh vegetables, fish, and where available, curds and milk. Orders have also been given to the head masters of schools that the meals should be made as appetising as possible, and the cook engaged should be an expert. A group of three or four schools will be under the supervision of a medical officer, who will keep records of the improvement in the physique of the students as the result of this experiment.

(The Times of India, 10-12-1936).

Women and Children.

11th Session of the All-India Women's Conference,

Ahmedabad, 1936. "

The 11th session of the All India Women's Conference was held at Ahmedabad from 25rd to 26th December 1936 under the presidentship of Mrs. Margaret E. Cousins. The Conference was attended by delegates from all parts of India.

In the course of her presidential speech, Mrs. Cousins, ~~speaking about~~ <sup>referring to</sup> the achievements of the All India Women's Conference, said:

"We have created an All-India organisation of 36 Constituent areas, with 114 Sub-Constituency areas whose annual gatherings have been training grounds in public service and public speaking unequalled in the country, and unique in India as they are carried through by women only. We have created a most remarkable union of women of all classes, creeds, races, castes. Though originally a band of the intelligentsia, we now are a solidarity of sisters such as never existed before in India ranging from Maharanees to Harijans, including Hindus, Muslims, Sikhs, and Christians, all feeling the common-link of Conference connection, activities, and friendships. We have also created a public opinion on women's questions of a strength which did not exist previously. We have raised the prestige, dignity, influence, power, and capacity of our united womanhood, and gained a new and deep appreciation from the public for women's ability and for their rights of citizenship,—a wider vision of women's sphere and responsibilities, nationally as well as domestically!"

Speaking about the work ahead, Mrs. Cousins referred to the appalling illiteracy of Indian masses and suggested that women should agitate for Government devoting more funds for education. Among the other subjects in which women's attention should be concentrated, according to her, were rural uplift, attainment of political and economic equality with men and national freedom.

In order to strengthen the Organisation and to co-ordinate its activities, Mrs. Cousins suggested the establishment of a



permanent Central Office, the appointment of a whole-time travelling secretary and the establishment of a circulating library of information.

The Conference passed a number of resolutions on social, economic and political subjects; <sup>the</sup> more important of the ~~the~~ resolutions are given below:

1. Labour: (1) Unemployment. - This Conference is of opinion that the relief of unemployment should invite the serious attention of the Government of India and that in formulating any schemes for the amelioration of this long standing evil, an effort should be made to utilise the ~~ix~~ resources of India for the supply of the necessaries of life at a cheaper price to the workers.

(2) Social Insurance. - In view of the suffering industrial workers undergo due to loss of income on account of sickness, maternity, death of wage-earners, occasional unemployment etc. this Conference recommends that schemes of Social Insurance should be introduced in British India and the States as early as possible.

(3) Housing of Labour. - This Conference is insistent that the attention of the authorities concerned should turn immediately to the imperative necessity for providing improved housing facilities for the labouring classes.

(4) Maternity Benefits. - (a) This Conference, while advocating the introduction and passing of Maternity <sup>Benefit</sup> Acts throughout India regrets that where such do exist, the application of them in practice is causing unemployment amongst women labourers. It calls upon the authorities concerned to look upon this matter

in a humane rather than in a mercenary spirit and upon those in charge of these measures to find ways and means of so framing the provisions that the danger of the unfortunate results now obtaining may be eliminated;

(b) The Conference further urges the immediate introduction of an all-India Maternity Benefits Act.

II. Education. - Resolutions were passed recommending constituent bodies (a) to appoint sub-committees to concentrate on the campaign against illiteracy and submit periodical reports on progress achieved; and (b) to make earnest efforts to organise mass education. The Conference also urged the enactment of legislation for compulsory medical inspection of school children.

III. General. - The Conference also passed resolutions (a) urging the Government to consult women's organisations on legislation affecting women and children; and (b) deciding to establish a permanent central office of the Conference at Delhi.

IV. Social Problems. - Resolutions were passed by the Conference (a) demanding a share in the administration of the country; (b) protesting against the legal disabilities of women; (c) urging stringent measures to prevent traffic in women and children and the establishment of rescue homes; and (d) recommending to its constituent bodies to take an active interest in

rural uplift and encouragement of swadeshi. (Summarised from papers communicated to this Office by the A.I. Women's Conference).

Office bearers for 1937. - The Conference elected the following office-bearers for 1937: President: Mrs. Ammu Swaminadhan; Vice-Presidents: Mrs. Abidali, Mrs. Hansa Mehta, Mrs. Barda Mehta, Rani Rajwade and Rajkumari Amrit Kaur; Organising Secretary: Mrs. Dina xx Asana; Treasurer: Mrs. G.R. Billimoria; Secretary of the Education Section: Miss Lazarus; and Secretary of the Social Section: Mrs. J.R. Doctor.

(The Hindu, 31-12-1936).

Agriculture.

Rural Indebtedness in India: Report of the  
Reserve Bank of India. †

The Reserve Bank is required under section 55 of the Reserve Bank Act to 'make to the Governor-General in Council a report, with proposals, if it thinks fit, for legislation, on the following matters namely:- (a) the extension of the provisions of the Act relating to scheduled banks to persons and firms, not being scheduled banks engaged in British India in the business of banking, and (b) the improvement of the machinery for dealing with agricultural finance and methods for effecting a closer connection between agricultural enterprise and the operations of the Bank.' In pursuance of this obligation, the Agricultural Credit Department of the Reserve Bank of India has recently submitted a report on the agricultural indebtedness of India. The report estimates India's total rural debt, ~~measured in commodities,~~ at Rs. 18,000 millions. The Report discusses this overwhelming burden and contains a number of proposals for its abatement, laying what seems to be special stress on the need for drastic reform in the co-operative movement, improved marketing, and control of the bania's (money-lender's) craft. The following is a summary of the more important measures suggested by the Bank to alleviate the burden:-

- Grant of Financial Relief.-
1. Development of the activities of commercial banks in the financing of crop-marketing.
  2. Provincial Governments should help the agriculturist to find, and encourage him to follow, suitable and profitable side pursuits to increase his earning capacity and purchasing power.
  3. Where indebtedness has grown beyond "any reasonable

capacity of the debtor to pay", there must be a reduction—preferably voluntary—of the capital or interest of the debt. The amount recoverable should be assessed by an independent conciliation authority.

Collection of Debts and Restrictions on Easy Credit.— 1. Provision of regular machinery whereby long-term debts thus settled could be recovered in small instalments, with extra collections in good seasons.

2. Preferential treatment of hereditary liabilities of over 30 years' standing.

3. Simple Rural Insolvency Acts to deal with irrecoverable debts that are not susceptible to voluntary reduction.

4. Educative propaganda against the habit of debt, plus measures restricting credit to bona fide agricultural requirements within the borrower's capacity.

5. If these restrictions are not to be evaded, the agriculturist moneylender should be made subject to enactments prohibiting or limiting the transfer of agricultural land, and

6. Borrowing from more than one source should be prohibited.

7. ~~But~~ Creditors voluntarily accepting reduction of debt, and recognised lending institutions like mortgage corporations, should be assisted by amendment of the law to permit mortgage or lease of land for a period sufficient to secure repayment of instalments settled by conciliation or long-term loans advanced by mortgage institutions.

8. In Land Mortgage Corporations, the apex institution should be run on commercial lines with provisions limiting its dividends; so that when it has built up a reserve and paid reasonable dividends, a large proportion of the surplus profit may be passed on to the borrowers.

Short-term Credits.—1. Short-term advances to cover the marketing of crops should be regarded as one of the most important parts of banking business.

2. By providing a general collective guarantee in addition to the security afforded by produce, Co-operative Godown and Sale Societies could make it a commercial proposition for banks to advance money with narrower margins and in larger amounts.

3. Apex banks in provincial co-operative systems should be able to provide a useful check on the amount of credit allowable to a particular crop over a particular area, and to form a useful channel through which the Reserve Bank could let capital flow to the cultivator and small dealer.

4. More marketing business should be done through bills of exchange acceptable to commercial banks.

5. The stamp duty on bills should be reduced to two annas per Rs.1,000 on bills of less than one year's usance.

Co-operative Societies.- 1. The co-operative movement must begin (a) to tackle the question of over dues which are everywhere large and which have now become long-term loans, and (b) to disentangle those assets which represent long term debts.

2. To remedy over-financing, inadequate measures for recovery, and the like, there must be

- (a) more practical bankers among those in control in each province;
- (b) closer contact between the co-operative movement and commercial banking;
- (c) more use of local banking and business talent;
- (d) adequate representation of depositors on the boards of provincial and central banks;
- (e) definite restrictions on the ~~max~~ nature of business which Co-operative Credit Societies are allowed to undertake;
- (f) recognition that it is beyond the sphere of co-operative societies to make advances of which repayment cannot reasonably be expected within one year; and
- (g) strict limitation of loans to cultivation finance.

The Village Money-lender.- Village banias (money-lenders) must remain, but with a radical reform of their business methods by pressure of opinion and legislation. This should include a system of compulsory licences and registration for all approved money-lenders, with legal provision for the keeping of regular, standardised accounts and control of interest rates. The Reserve Bank would help by accepting the names of such money-lenders "as one of the names on two-name paper coming through scheduled banks."

Conciliation Courts.- Provincial Governments should consider the establishment of village Panchayat (arbitration) courts for settling minor money suits.

(Summarised from the Report submitted to the Government of India by the Agricultural Credit Department of the Reserve Bank of India, on the question of agricultural indebtedness in the country, copy of which was forwarded to Geneva with this Office's minute D.1/85/37 dated 21-1-1937).

Commenting on this Report, "Indian Finance" of

9-1-1937 says:-

"The Reserve Bank of India has apparently drawn up its report on agricultural credit more in the spirit of formally discharging a statutory obligation than with an eagerness to contribute to the solution of the most paramount problem of our national economy..... It was expected that the Reserve Bank would examine the present state of agricultural finance, explore the ways and means of improving it and make concrete suggestions for fresh legislation on questions connected therewith. We believe that some of the members of the Assembly interpreted Sec.55 of the Reserve Bank of India Act as signifying the desire of the Legislature & that the advice of the Reserve Bank should be availed of in determining the statutory obligations of the Bank in respect of the promotion of agricultural credit. But judging from its report, the Reserve Bank would seem to have interpreted the section in a different spirit. For, taking its remarks and recommendations as a whole, it is difficult to see what contribution the Reserve Bank has to make to the solution of this ~~pr~~ problem."

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Migration.

Indians in South Africa, 1935:

Report of the Agent-General for India\*.

The Government of India has recently published the Annual Report of the Agent-General for India in the Union of South Africa for the year ending 31-12-1935. The salient features of the report are summarised below. A change in incumbency of the Agent-General's office took place early in the year; Hunwar Sir Maharaj Singh, the out-going Agent, sailed from Durban on 21-1-1935 and <sup>Sir</sup> Syed Raza Ali, the incoming Agent, arrived in Durban on 13-2-1935.

Report of the Transvaal Asiatic Land Tenure Act Commission.-

The Commission was appointed to enquire into the facts of "coloured occupation" in the Johannesburg gold-mining area and to make proposals as to the exercise of the power conferred upon the Minister of the Interior in 1932 to withdraw land from the operation of the Gold Law prohibitions against coloured occupation. The Report of the Commission was published in two sections in July and October 1935. In recommending areas to be exempted in order to provide room for the coloured population, the Commission endeavoured to strike a balance between the demands of the Indian community and the proposals of the Johannesburg City Council. As regards individuals located outside the areas recommended for exemption, the Commission proposed, generally speaking, that the sites now occupied should be exempted if occupation began before May 1930, and that if occupation began between May 1930 and June 1932 it should be allowed to ~~be~~ continue for life or for a fixed period. The Commission also made certain legislative proposals designed to implement their recommendations and to rectify deficiencies or anomalies in the existing law. These proposals were substantially embodied in a draft bill published by the Union Government on the 1st November 1935.

While the Commission's report was a sympathetic, impartial and broadminded document and the recommendations were, within the Commission's terms of reference, fair and just, the Agent-

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\* Annual Report of the Agent-General for India in the Union of South Africa for the year ending 31st December 1935 - Published by Manager of Publications, Delhi. 1936. - Price Re. 1 or 1s.9d. - pp.26

General remarks that the position as left by the report by no means ensured ~~a~~ against hardship in the future. Unless for example Indians confined to exempted areas were given the right to own property, they would have no remedy against exploitation by unscrupulous landlords in the form of rack-renting.

The position arising out of the Commission's report was considered at a meeting of the City Council of Johannesburg in December <sup>1935</sup> on the basis of a report prepared by a sub-committee of the Council. The Council resolved to adhere to its original proposals for the exemption of areas, although in some cases the Commission's recommendations exceeded the Council's proposals. Secondly, the Council resolved that new townships should be established with the right to own property in them but reserved exclusively for Indians—although the Agent-General had strongly urged upon the sub-committee of the Council that the Indian community and the Government of India were uncompromisingly opposed to any measure of segregation.

#### Natal Rural Dealers' Licensing Law Amendment Ordinance, 1935.-

An important ordinance containing possibilities of application against the Indian trader was passed by the Natal Provincial Council in May 1935—namely, the Rural Dealers' Licensing Law Amendment Ordinance (No.4 of 1935). It has three main features. First, it empowers a rural local authority to oppose the grant of a licence on the ground that "the business which it is proposed to carry on is calculated to depreciate the value of the property in the vicinity", or "to interfere with the health or comfort of occupiers of property in a locality which is wholly or in greater part confined to residential occupation." Secondly, it provides that a rural licensing board may, if it "is of opinion that there is already in a particular area a sufficient number of trades or businesses of the class in respect of which a certificate is sought, or for any other reason, authorise the issue of a licence subject to such restrictions as may be agreed to by the applicant defining and limiting the nature of the business to be carried on under such licence". Thirdly, it provides that unless an applicant for a licence appears before the licensing board in person or by a whole-time employee, he must be represented by counsel or attorney of the Supreme Court of Natal. (Formerly many applicants were represented before licensing boards by agents who, though not qualified attorneys, were well acquainted with the licensing laws. The new provision may bear hardly on the poorer classes of Indians, for an attorney will naturally charge higher fees than an agent.) The Ordinance does not specifically mention Indians but the Natal Indian Congress, in the light of past experience, apprehended that it might be used in a spirit of racial discrimination. It is at any rate clear that, if it were used in such a spirit, its mischievous possibilities would be considerable.

Efforts of the Indian community to get the Ordinance modified so that it ~~a~~ cannot be used ~~a~~ as a racial weapon proved futile.



Technical Education of Indians.- At present the only provision for technical education of Indians consists of <sup>certain</sup> commercial and continuation classes in Durban, which are managed by a non-official body called the Indian Classes Committee. At an interview with the Minister of the Interior in March, <sup>1935</sup> a Congress deputation represented that definite provision should be made for a technical classes proper in both Durban and Pietermaritzburg, and that the Union Government, by whom technical education is administered, should assume responsibility for them through the medium of the Natal Technical College. This proposal was still under consideration of the authorities at the close of the year under report. In the meantime, however, the Union Government announced in November that a sum of £250 would be provided for the purpose of starting continuation classes for Indians in Pietermaritzburg.

Old-age Pensions.- Under the existing law provision for Old Age Pensions is made only for white and coloured persons. In March 1935 a Congress deputation led by the Agent-General waited on the Minister of Finance who listened sympathetically to the Congress request that provision should be made for Indians also, but explained that he saw no hope of getting such a measure through Parliament. Towards the end of the year it was announced that a sum not exceeding £5,000 per annum will be provided for this purpose in the future.

Fact-finding Committee.- Indians represented to the Minister of the Interior that they have very great difficulty in obtaining actual information regarding the Indian community in South Africa and they suggested that a Committee should be appointed to compile information of a statistical nature relating to the economic, social and educational conditions of the Indian community. The Minister informed the deputation that it had been decided to conduct a census of Indians in 1936, and suggested that the census would ensure the compilation of much of the information which Congress had in mind.

Assisted Emigration.- The total number of emigrants who availed themselves of the scheme of assisted emigration to India during the year under review was 592 as compared with 880 in 1934.

(The Annual Report of the Agent of the Government of India in South Africa for 1934 was reviewed at pages 61-62 of our December 1935 report).

Revision of Wage Rates for Indian Labourers  
in Malaya: Statement by United Planters' Association  
of Malaya.

According to a statement issued by the Secretary of the United Planters' Association of Malaya, the Council of the Association has decided to recommend to the members of the Association that the wages of Indian labourers on Malayan rubber estates should be increased from 40 to 45 cents per diem for men and from 32 to 36 cents for women, with effect from January 1, 1937.

In support of this decision the statement refers to the recent revision of wage rates by Government, quasi-government bodies and railways.

Government and Quasi-Government Labourers.—Government labourers employed in the Public Works Department and various other departments throughout the Federated Malaya States have been given an increase in wages as from 1-1-1937. Skilled labourers have received a complete restoration of the cuts imposed during the slump days, while unskilled labourers have received an increase in uniformity with the U.P.A.M. announcement. The Government announcement will also be unilaterally effective in sanitary board areas in various States throughout the F.M.S.

The daily paid labour in the Post and Telegraphs Department is now back on pre-slump wages. Similar adjustments have also been made in the Electrical Department. It is understood, though not officially confirmed, that the restoration of the slump cuts will be made universal to Government labourers throughout the whole of Malaya.

Railway Workers. The following notice was issued by the General Manager, F.M.S. Railway:— "The daily paid employees of the F.M.S. Railways who suffered a 15 per cent reduction of wages in 1931 and 1932 and to whom a 10 per cent restoration of this reduction has already been effected, are informed that the remaining five per cent of the reduction will be restored with effect from January 1, 1937. In addition to the above adjustment, a restoration of five per cent will also be made on January 1, 1937, to those monthly-paid employes, such as gatemen, whose pay was cut 10 per cent in August, 1932, and who received a restoration of five per cent in March 1935".

(The Hindu, 16-1-1937)

General.

21st World Conference of Y.M.C. Associations,  
Mysore, 1937.

The 21st World Conference of Young Men's Christian Associations, convoked by the World's Alliance of Y.M.C. Associations, was held at Mysore from the 2nd to the 10th January 1937 under the presidentship of Dr. John R. Mott. Representatives of over 50 national Y.M.C.A. Movements were present, and the Conference, the first of its kind to be held in an Asiatic country, was formally opened by His Highness the Maharaja of Mysore. In the course of his address, the Maharaja said:

"You are met to discuss a large programme of which I will take a single item, to give a lead to youth as it faces the baffling confusions of our times and seek a way of life in which it finds both authority and freedom.... The Y.M.C. Associations over the world at large have set themselves to be ministers of happiness to the youth of the world. They have, among their principal objects the creation of new opportunities for what Plato called "the purer pleasures".... There never was a time when the youth of the world more sadly needed to have more happiness in their lives, and there never was a country in which they needed it so much as India."

In a further inaugural address the Dewan of Mysore said:  
"You are deliberately planning an offensive against the warring powers of evil, whose threat is now more deliberate and more concerted and more dangerous than ever before." He added that conferences in which conflicting interests were discussed, such as the League of Nations, have so far suggested little hope of success and pointed out that in an attitude of active co-operation lies the only hope of the world. Dealing with the course the Y.M.C.A. has to pursue in building up the New Social Order, the Dewan dealt with the three possible alternatives:-

" Whether the Y.M.C.A.

(1) should remain apart from every political and social issue;

(2) should throw much of its energy into social reconstruction, with the inevitable political implications, and with the quite possible result of definite expulsion from certain countries, and thus lose, in those countries, its opportunities for other sorts of service; or

(3) should adopt the middle course affording only opportunity for theoretical discussion, keeping in the background the social convictions of Christianity."

"It seems to me", he continued, "as an outsider, that the third course, while less simple than the second, is almost as dangerous, since there are lands where even discussion, even thought, is now a crime against the State."

The agenda of the Conference had been settled by previous consultation between the leaders of different countries, and dealt with the ascertainment of the Will of God for youth in relation to the following seven issues:

1. Personal Decision and Action;
2. The Social Order;
3. Duty to State and Nation;
4. International Relations;
5. Inter-racial Relations;
6. Relations with those of other Faiths; and
7. The Mission of the Church.

The Conference broke up into seven commissions, each of which collected data and drew up a programme and report to be submitted for adoption by the plenary Conference.

All the Commissions were called upon to devote special

attention to the ways in which the Y.M.C.A. could meet the needs of boyhood. The discussions on the subject revealed a variety of situations ranging from India where the helpless child changes rapidly into an earning member of the family with no intermediate stage of youth to England where for many years the boy is cared for and trained by the family and the State and to the New Germany where youth is mobilised in the service of the Nation-State. In all countries, the economic situation has led men to relegate to secondary position the need for the careful training of youth; the international and inter-racial struggles have overshadowed the rights of the young, and in some countries the State has taken command of youth. The strength of these forces has often made the boys themselves loose their hold upon the simple truths about life, so that they are bewildered and discouraged. Under these circumstances the Report of the world's Committee of the Y.M.C.A. to the Conference dealt with the subject of "Youth in the New World". Part I of the Report gave a conspectus of recent developments as regards youth and dealt specially with helping boys and young men to find their place in the world. Part II contained two papers dealing with the days of transition and re-orientation and the attitude of the Y.M.C.A. to the new social and political mass movements.

A sharp conflict of opinion was discernable in the various Commissions as to the role the Y.M.C.A. was to adopt in dealing with the crucial problems of the present day; and while some held the view that the main task of the Y.M.C.A. was to inaugurate direct economic, social and political action, others were of

opinion that its function was merely to enunciate general principles. After prolonged informal discussion within the various Commissions, it became evident that there was a general<sup>a</sup> desire, wherever possible, to bring the resources of the Association to bear on the political and social order. Thus, the Social Order Commission formulated demands for action to abolish the rights of property divorced from function, the elimination of the profit motive from industry and the adjustment of the different elements of the economic order, such as agriculture and industry, and production and consumption. It expressed its belief that the State will increasingly become a great instrument of mutual aid and extend its Social Services; and advocated the co-operation of the N.S.S. with other agencies to fight the evils which lead to unemployment, especially of young persons and which aim to provide employment for them. Leisure time institutes were called upon to ~~revive~~ revive lost arts and create new ones and generally to take up a campaign for the right use of leisure; and the Y.M.C.A. was to establish employment bureau where practicable. An important recommendation of the Commission was that the Y.M.C.A. should more thoroughly identify itself with the socially oppressed and under-privileged. The Plenary Conference did not feel that the Report on the building of the New Social Order could be accepted as the faith of the whole Conference, for the reason, inter alia, that some of its recommendations were too technical to be understood by all delegates. Its main aim, namely, to encourage a spirit of co-operation in place of free competition and economic war, was

endorsed and the Conference asked the national movements to provide facilities for further study of the issues involved.

The Commission on State and Nation had also to face the issue as to the role of the Y.M.C.A., for the Y.M.C.A. would be suppressed in many lands if it engaged in direct action of a political and economic nature. The State in Germany has, for example, taken control of all aspects of the life of young men, except the purely religious sphere. The younger members of the Commission, especially the Asiatic and African delegates, were reluctant to accept the doctrine that the Y.M.C.A.'s duties would be exhausted by enunciating general principles, and wanted some radical statement of policy affecting the whole social and political order. The Conference agreed that some-~~tt~~ times the Christian has to choose between his allegiance to the Nation and his obedience to the Will of God. The central work of the Y.M.C.A., it was agreed, was to train the young for citizenship in the State, to work out in its own affairs the principles of justice and peace that must characterise a <sup>Christian</sup> ~~X'ian~~ order and to allow the young members opportunities of practice in self-government.

The International Relations Commission stressed the necessity for immediate action to relieve the present international situation, and affirmed its faith in disarmament and collective security, and the need for the promotion through out the movement of a conception of membership in a World Fellowship. It also suggested that a Commission on International Relations should be appointed to carry out the detailed recommendations mentioned

in its report. There was a keen debate on this report, which had to be referred back to a special committee to harmonise the divergent points of view. The Report of the Special Committee called upon youth to grapple with the injustices, inequalities and forced settlements which were the root causes of war, and to study such problems as economic rivalry, pressure of population on resources, and distribution of raw materials.

The Director of this Office attended the Conference on behalf of the International Labour Office and took the opportunity to circulate some pamphlets on the work of the I.L.O.

The documents distributed at the Conference have been sent to you with ~~our~~ our minute *F.3/119/37* dated 28-1-1937.