

INTERNATIONAL LABOUR OFFICEINDIAN BRANCH

Report for January 1932.Contents

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References to the I.L.O.

The Hindu of 5-1-1932, the Leader of 7-1-1932 and the Hindustan Times of 8-1-1932 and all papers publish a press communiqué issued by the Government of India extending the last date for sending recommendations regarding the nomination of employers' and workers' delegation to the 16th Labour Conference, from 15-1-1932 to 29-1-1932.

... ..

The Times of India, the Leader and the Hindustan Times of 21-1-1932 and all papers publish a communiqué issued by the Government of India announcing the addition of the revision of the Convention concerning protection against accidents of workers employed in loading or unloading ships as the fourth item on the agenda of the 16th Session of the Labour Conference, ~~in addition~~ to the other three items on the agenda announced in the press communiqué issued on 10-12-1931.

... ..

The Hindu of 15-1-1932 publishes a long summary of a lecture delivered by Dr. Lanka Sundaram before an audience composed of the economics students of the Loyola College, Madras, on 13-1-1932 on the position of India in the International Labour Organisation. In the course of the speech, the lecturer explained the work of the I.L.O., paid a tribute to the part played by Indian delegates in the various sessions of the Conference and put in a strong plea for holding an Asiatic Labour Conference at an early date to

consider the peculiar problems of Asiatic countries.

... ..

The Hindustan Times of 13-1-1932 publishes a short summary of a lecture delivered by the Director of this Office on 10-1-1932 at the Y.M.C.A. Hall, Delhi, on "The World Unemployment Problem". In the course of the lecture, extensive references were made to the efforts of the I.L.O. to combat unemployment and mitigate its ill-effects.

... ..

The Times of India of 7-1-1932 gives publicity in a small news paragraph to the efforts made by the I.L.O. to reduce the extent of unemployment and states that the Office has recently given special attention to the question of public works, both national and international, which may offer possibilities of technical development and economic value, the undertaking of which might appreciably diminish the number of unemployed.

... ..

According to the Report of the Proceedings of a meeting of the Committee of the Indian Mining Association held on 19-1-1932, the Committee of the Association considered a letter dated 13-1-32 which was addressed to it by the Millowners' Association, Bombay, regarding the nomination of the employers' delegation to the 16th Session of the I.L.Conference. The letter from the Bombay Mill-owners, after drawing the attention of the Mining Association to the communiqué issued by the Government of India inviting recom-

recommendations for the nomination of the employers' and workers' delegation to Geneva for the 1932 Conference, requested the Mining Association to support the candidature of Mr. R.K. Shanmukham Chetty. The Committee of the Mining Association, however, decided to support the view taken by the Bengal Chamber of Commerce that no delegation need be sent from India to the 1932 Session of the Conference "having regard to the existing financial stringency and the nature of the subjects coming up for discussion".

... ..

The Abstract of Proceedings of the Committee of the Bengal Chamber of Commerce for December 1931 publishes the views of the Chamber on the Questionnaire issued by the I.L.O. on the Age of Admission of Children to employment in non-industrial occupations. The Chamber, while agreeing with the view of the Government of India that India is not sufficiently prepared to adopt any legislation on the subject, states that "night" may be defined as the period between 6 p.m. and 6 a.m. instead of 8 p.m. and 8 a.m.

... ..

The Annual Report of the Indian Colliery Employees' Association, Jharia, for the year 1931, contains a reference to the Convention on Hours of Work in Coal Mines adopted by the 15th I.L. Conference. The report in recommending to the Government the ratification of the Convention, sets forth the views of the Indian mine workers on the question of hours of work in Indian mines. (The statement is ^{given} at pages 42-45 of this report under the section dealing with Conditions of Labour).

... ..

The Annual Report of the Karachi Indian Merchants' Association, Karachi, for the year 1930 publishes the views expressed by the Chamber when the Chamber was consulted by the Government of India on the I.L.O.'s Grey Report on the Age of Admission of Children to employment in non-Industrial Occupations (page 49), and on the Questionnaire on Hours of Work in Coal Mines (page 61).

... ..

The January 1932 issue of the Indian Post (Vol. III, No. 1) publishes a long article under the caption "Protection of Child Workers: the I.L.O.'s Contribution" contributed by Mr. S. Keshoram, a member of the staff of this Office. The article briefly reviews the efforts the I.L.O. has so far made for the amelioration of the conditions of work of children and for ensuring their health.

... ..

The January 1932 issue of the Labour Gazette (Vol. XI, No. 5) publishes at page 432 extracts from the press communique issued by the Government of India announcing the items on the agenda of the 16th I.L. Conference and inviting ~~suggestions~~ ^{recommendations} for the nomination of the Employers' and Workers' delegations to the Conference.

... ..

The January 1932 issue of ^{The} Labour Gazette, Bombay, (Vol. XI, No. 5) publishes at pages 438-442 the full text of the Questionnaire issued by the I.L.O. on the Age of Admission of Children to Employment in non-Industrial Occupations.

... ..

The Labour Gazette, Bombay, in its issue of January 1932 (Vol.XI, No.5) reproduces at pages 443-444 under the caption "World Unemployment", the Note on the meeting of the Unemployment Committee held from 7 to 9-12-1931 at Geneva, originally published in Industrial and Labour Information of 14-12-1931.

... ..

The first instalment of a long review of the recent publication of the I.L.O. - "Social Aspects of Rationalisation" is published in the January 1932 issue of Labour Gazette (Vol.XI, No.5), pages 483-491.

... ..

According to the printed Excerpts from the records of the meeting of the Managing Committee of the Mysore Chamber of Commerce held on 26-1-1932, published in the Mysore Chamber of Commerce - Market Report & Bulletin (Vol.XVI, No.37), the Committee considered a suggestion from the Gwalior Chamber of Commerce regarding Indian delegations to the Geneva Labour Conference. The Gwalior Chamber had sent a letter dated 8-1-1932 to the Government of India suggesting that as there were great differences in industrial conditions between the Indian States and British India, the Government of India should allow "special representation to Indian states on the International Labour Conference, Geneva". The Committee of the Mysore Chamber, after considering this suggestion, resolved to make representations to the Government of India endorsing the suggestion of the Gwalior Chamber.

At the same meeting of the Committee, a resolution was passed to the effect that " as the claims of the Mysore Chamber of

Commerce for independent representation had been overlooked and that as no member of this (Mysore) Chamber has had any chance of being nominated either as delegate or as adviser, the Committee should request the Government of India to include Mr. S.G.Sastry, B.A.,M.Sc.,F.C.S., Industrial Chemist and Chemical Engineer, Government Soap Factory, Mysore, as an adviser to the forthcoming 16th session of the Conference.

UK.

National Labour Legislation.

Employers and Workmen (Disputes) Repealing Bill, 1932.

(L. A. Bill No.2 of 1932)

The following Bill was introduced in the Legislative Assembly on the 28th January, 1932:-

L. A. Bill No. 1 of 1932.

A Bill to repeal the Employers and Workmen (Disputes) Act, 1860.

Whereas it is expedient to repeal the Employers and Workmen (Disputes) Act, 1860. It is hereby enacted as follows:-

1. This Act may be called the Employers and Workmen (Disputes) Short title. Repealing Act, 1932.

2. The Employers and Workmen (Disputes) Act, 1860, is hereby Repeal of Act IX of 1860. repealed.

Statement of Objects and Reasons.

The Employers and Workmen (Disputes) Act was passed in 1860 to provide for the speedy determination of disputes relating to wages in the case of certain workers. It is applicable to the construction of railways, canals and other public works and provides for the summary disposal of disputes by magistrates. The Royal Commission on Labour, which invited opinions regarding the utility of this Act, has reported that "the Act has everywhere ceased to be used and this is perhaps fortunate, as it also embodies the principle of criminal breach of contract. We recommend its entire repeal". (vide page 337 of the Whitley Commission Report). This Bill is intended to give effect to that recommendation.

(Extracted from the Gazette of India, dated 30-1-1932. - Part V - page 15).

Bombay Maternity Benefits Act, 1929:

Proposed Amendment:

The Government of Bombay has circulated the following note embodying suggestions for the amendment of the Bombay Maternity Benefits Act, 1929, with the object of eliciting public opinion on the suggested changes:-

Rate of Benefit. - The rate of maternity benefit prescribed in Section 5 of the Act is eight annas a day. The rate is uniform throughout the Presidency. The wages of woman workers vary from place to place and in the mofussil the average earning of a woman is less than eight annas a day. The rate of eight annas a day appears appropriate only to Bombay city and Ahmedabad. It has therefore been suggested that section 5 of the Bombay Act should be amended on the lines of section 4 and rule 8 of the Central Provinces Act which allow payment of maternity benefit at the rate of eight annas a day or at the rate of average daily earning whichever is less.

Period of Payment of Benefit. - According to the Bombay Act the maximum period for which a woman shall be entitled to the payment of maternity benefit is seven weeks. The Royal Commission on labour have recommended that the maximum period should be eight weeks. It has been urged that the recommendation of the Commission should be given effect to.

Eligibility for Benefit. - The qualifying period for being eligible for maternity benefit prescribed in section 5 of the Bombay Act is six months employment. It has been suggested that the period should be raised to nine months in accordance with the

recommendation of the Royal Commission on Labour.

Calculation of Average Daily Earnings. - It has been suggested that in calculating the average daily earnings, the money value of the grain concession where it is allowed should be taken into consideration in calculating wages and that the daily rate should be worked out to the nearest quarter of an anna.

According to section 4 of the Central Provinces Act the rate of average daily earnings of a woman is calculated on the total wages earned during a period of three months preceding the day of her confinement. It has been urged that the earnings of a woman workers decline especially in the days of her advanced pregnancy. It has therefore been suggested that the date on which a woman worker gives notice under the Act should be the end of the period over which wages are calculated.

Mode of Payment of Benefit. - Section 6(3) of the Bombay Act contemplates payment of maternity benefit in instalments. There would be no objection to this if the women workers remained in their place of employment to draw the benefits. Many women however go to some remote part of the mofussil for their confinement and it has been represented that under certain conditions some women are prevented from adopting the procedure contemplated in Section 6(3). It has accordingly been suggested that the alternative of a lump sum payment should be legalised.

Maintenance of Muster Roll. - The preparation and maintenance of the muster roll under section 14(2)(a) of the Act has been resented by some factory owners. The factories have to maintain muster rolls under the provisions of the Factories Act and these

are sufficient to check employment. It is alleged that the maintenance of a second muster roll under the Maternity Benefit Act involves unnecessary duplication of record keeping. It is suggested that the Act should require the maintenance of a register and also permit the use of a combined muster roll and register on the analogy of section 35 of the Factories Act.

Exhibition of Act and Rules. - Section 15 of the Act requires that a copy of the provisions of the Act and the rules thereunder in the local vernacular shall be exhibited in a conspicuous place by the employer in every factory in which women are employed. It is found that sufficient publicity is not ensured by this method. It has therefore been suggested that this section may be amended to require all factories employing women to post an 'Abstract of the Act and Rules' in all parts of the factories where women are employed.

(Extracted from the Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during December 1931).

Better Fencing of Machinery:

Amendment of C.P. & Berar Factory Rules.

The following amendment to the Central Provinces Factory Rules has been published in the Central Provinces Gazette dated 30-1-1932:-

No.287-193-XIII, dated the 27th January 1932 - In exercise of the powers conferred upon him by section 37 of the Indian Factories

Act, 1911 (XII of 1911), the Governor in Council is pleased, subject to the control of the Governor General in Council, to make the following amendment to rule 42 of the Central Provinces Factories (Amendment) Rules, 1924, published with the Commerce and Industry Department Notification No. 2477-1134-XIII, dated the 28th November 1925, as amended :-

For rule 42 and its heading, the following rule and heading shall be substituted, namely:-

"Additional fencing in ginning and pressing factories.

"42. In addition to the provisions of anything hereinbefore contained, the following special provisions shall apply to cotton ginning and pressing factories to the extent therein indicated:-

- (a) The line shaft or second motion shaft in cotton ginning factories shall be completely enclosed by a continuous wall or unclimbable fencing with only so many openings as are necessary for access to the shaft for removing cotton seed, cleaning and oiling; and such openings shall be provided with gates or doors which shall be kept closed and locked.
- (b) The toothed rollers of the kapas (unginned cotton) opener shall be guarded by securely fixing across the machine not more than 8 inches above the lattice a stout wooden plank or strong metal guard not less than 15 inches in width so arranged that in no circumstances can a man's hand get into the rollers.
- (c) The spiked or fluted rollers in the Porcupine type of kapas openers shall be securely guarded by fixing across the mouth of the feed opening a strong wood or metal guard not less than 15 inches in width and not more than 6 inches above the moving lattice.
- (d) In all types of openers in use in pressing factories the slope of the feed table shall not be more than 1 in 10 and in no case shall it consist of a smooth metal plate. An operative shall not be permitted to feed the machine by his legs, and he shall always wear tight clothing which shall be provided by the occupier free of cost.
- (e) The beaters of toothed rollers of cotton openers in pressing factories shall be guarded by securely fixing

across the feed end of the machine a strong guard of metal or wood with sides closed not more than 12 inches above the lattice and not less than 20 inches in width so arranged that in no circumstances can a man's hand come in contact with the beaters or rollers.

- (f) The spur gearing at the side of all openers shall be completely covered by a strong metal guard.
- (g) The crank shaft pulleys and roller pulleys of all gins shall be securely guarded by strong box guards and hinged top covers.
- (h) All ginning machines and openers shall be provided with fast and loose pulleys and efficient belt shifters."

Berar Factory Rules. - The same amendment has been made to the Berar Factory Rules also by notification No.288-193-XIII dated 27-1-1932.

(Published at pages 121-122 of Part I of the Central Provinces Gazette, No.5, dated 30-1-1932).

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Conditions of Labour

Rubber Estate Labour in Ceylon, 1930.

The Administrative Report of the Controller of Indian Immigration, Ceylon Government, for 1930 states that as a result of a questionnaire sent in December, ¹⁹³⁰ to rubber estates representing over 100,000 acres, *it has been ascertained that* rubber estates reduced their labour forces by 25,000 to 30,000, but there were repatriated to India only 4,183 by the end of December, ¹⁹³⁰ representing only about 3,200 workers. However, an analysis of the half-yearly return of estate Indian population ~~by~~ the Director of Statistics shows clearly that about 20,000 workers must have moved from rubber to tea. By the end of 1930 there was full employment for practically all "sillara" workers on rubber estates and none out of employment. In September, repatriation of any labourers so desiring, whether on grounds of unemployment or reduced remuneration or inadequate work, was authorized, and by December 31, 1930, 4,512 repatriations had been sanctioned, and 4,183 actually ^{had} taken place.* Records kept at the Colombo depot of repatriates passing through showed that 27 per cent had been over twenty years in Ceylon, 28 per cent over ten, and the balance under ten. Several instances occurred of those early repatriated returning as passengers, and since the New Year, many have come over to Ceylon to take work on tea estates. In repatriating, unless the desire to go to India was palpably and clearly to go merely for a holiday of short duration, the policy has been to repatriate freely any desiring to go. The labourers who migrate to Ceylon from South India for estate work have never been engaged on indenture. The Immigration Fund, which is collected from estates employing Indian

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labour, defrays the cost of passage and other expenses of estate labourers, who amount to to about 50 per cent. of the total Indian immigrants to Ceylon. They work on estates on monthly verbal contracts, for breach of which by the labourer there is no penal sanction. The other Indian immigrants come to Ceylon at their own expense either to trade or to obtain employment, mostly in Colombo city. For over a century Indian labourers have been coming and going between India and Ceylon, and without doubt their industry has been dominantly responsible for the creation of the great planting industries. They have also promoted almost every other form of activity. During this time they have promoted prosperity when things went well, and uncomplainingly and lyally help^oed to avert disaster when things went badly. As far as estates are concerned, though a large proportion are permanently settled in Ceylon, their contact with India is maintained in many ways. Indian labour is employed on 1,888 estates and on nearly all the larger ones. There are about 10,000 estates over 10 acres in Ceylon. There are about 222,000 Indian residents in estates in the Kandy district, 146,000 in the Nuwara Eliya district, and 128,000 in Uva. During the year the labour force was only decreased through the excess of emigration over immigration by 13,852. The increase through the excess of births over deaths at the same time was approximately 8,449.

(Taken from an extract reproduced in the Planters' Chronicle of 16-1-1932 (Vol.XXVII, No. 2) from an article published in the Home and Colonial Mail of 3-12-1931).

* * Note on Repatriation of Indians from Ceylon during 1930. - The total number of persons repatriated in 1930 was 7,460. Of these, 61 were repatriated by the Agent of the Government of India in Ceylon and 3,216 under the Ceylon Government Scheme of 1924 for the repatriation

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of sick and indigent labourers. The remaining 4,183 to which alone reference is made here was made under the Ceylon Government Special Scheme of 1930 for the repatriation of labourers affected by the rubber slump. For details regarding conditions of Indian labourers in Ceylon during 1930,, vide pages 10-16 of the July 1931 report of this Office.

G.I.P.Railway Workshop Dispute, Matunga.

A strike involving 3,000 workers was declared in the carriage and waggon shop of the G.I.P.Railway workshop at Matunga, On 6-1-1932 due to the decision of the authorities to introduce short time work in those shops on account of decrease in traffic. It was decided by the authorities to close the above sections of the workshop on Fridays and Saturdays in addition to Sundays as a measure of retrenchment, ~~in which~~ The workers objected to this arrangement and refused to work from the above date.(The Times of India, 8.1.1932). On 8-1-1932, the authorities declared a lock-out and ordered the workshops to be closed until further notice. (The Times of India, 9-1-1932). Negotiations between the G.I.P.Railway Workers' Union and the management were started soon after the lock-out was declared and eventually a compromise was arrived at by which the authorities agreed to meet the worker's claims half way by keeping the workshop closed only for one day in addition to Sunday instead of closing for two days in the week, in addition to Sunday. Accordingly, the lock-out was called off on 19-1-1932 and the workers resumed work on 20-1-32. (The Hindu, 20-1-1932).

Recruitment of Labour for Assam Tea Gardens
from the Madras Presidency, 1930-31*

The following details regarding the recruitment of labour for Assam Tea gardens from the Madras Presidency are taken from the report on the working of the Assam Labour and Emigration Act in the Madras Presidency for the year ending 30-6-1931.

The system of recruitment (For details vide page 9 of February 1931 Report of this Office) is reported to have remained unchanged during the year. 27 licenses were issued to local agents, and 5,648 garden sardars, including 397 sardaris (women recruiters) worked under the licensed local agents. 9,930 emigrants were registered during the period under review in the Presidency, as against 8,855 in the previous year. 9,535 of these were recruited for Assam, 18 for Cachar and 377 for Sylhet. Of the 9,930, 8,268 were actual labourers, and the remaining 1,662 were dependent. Of the 9,930 emigrants registered, 8,354 only were despatched to their final destinations from the forwarding stations. Of the persons despatched, 8,049 (5,281 men, 1,508 women and 1,260 children) were for Assam and the remaining 305 (143 men, 85 women and 77 children) were for Cachar.

(The working of the Act in the Madras Presidency during 1929-30 is reviewed at pages 9-10 of the report of this Office for February 1931).

* Report on the Working of the Assam Labour and Emigration Act for the year ending 30th June 1931. - Published by the Government of India Central Publication Branch, Calcutta - 1931 - Price, 6 annas or 8 d.- pp.9.

Labour Conditions in Indian Mines, 1930*

The Annual Report on the working of the Indian Mines Act, 1923, submitted by the Chief Inspector of Mines in India, for the year ending 31st December 1930, has recently been published by the Government of India. The Indian Mines Act, 1923, applies to British India only and not to the Indian States. As in the previous year, the report deals with the following classes of mines:- Coal, iron, manganese, lead, silver, gold, tin, wolfram, chromite, copper, zinc, gems, mica, rock salt, lime stone, stone, clays and a few other minerals.

Persons Employed: - During the year 1930, the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 261,667, as compared with 269,701 in the previous year. The decrease was 8,034 persons or 2.98 per cent. Of these persons, 120,333 worked underground, 71,582 in open workings and 69,752 on the surface. The numbers of men and women, respectively who worked underground, in open workings and on the surface were as follows:-

	Men.		Women.	
	1930.	1929	1930	1929.
Underground . . .	101,649	92,856	18,684	24,089
In open workings . . .	50,596	54,235	21,186	28,728
Surface . . .	<u>52,709</u>	<u>51,954</u>	<u>17,045</u>	<u>17,839</u>
	<u>204,954</u>	<u>199,045</u>	<u>56,915</u>	<u>70,656</u>

* Indian Mines Act, 1923 - Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1930.- Calcutta: Government of India Central Publication Branch - 1931 - Price Rs. 2-4 or 4s.3d. - pp.191.

The number of women employed underground was 18,684, or 15.56 per cent. of the total number of men and women employed underground. In 1928 and 1929 the numbers of women employed underground were 31,785 and 24,089 respectively. Since the restrictions came into force in 1929, therefore, the number of women employed underground has ~~in~~ been reduced by 41 per cent. The reduction in 1930 was mainly due to the employment of women underground in mines other than coal and salt mines no longer being permitted; it was to some extent ^{also} due to the fact that from 1st July 1930 the second annual reduction of the number of women employed in coal and salt mines took effect. The percentage of women employed underground in coal mines was 18.39, as compared with 29 per cent. in 1928 and 23 per cent. in 1929. The provincial distribution of the women who worked underground was: Bengal 6,128; Bihar and Orissa 11,376; Central Provinces 783; and the Punjab, 397. Of the 18,684 women employed underground, 18,287 were employed in coal mines and 397 in salt mines.

Distribution of Workers: In Coal Mines. - The number of persons employed in coal mines was 169,001, which is 3,343 more than the number employed in 1929. Of these persons, 44,810 were coal-cutters, 14,232 were male loaders and 36,876 were women.

In Other Mines. - The number of persons employed in metalliferous (including mica, stone, clay and salt) mines was 98,666 which is 11,377 less than the number employed in 1929. 72,629 were men and 20,037 were women. Of the women, 397 worked underground in salt mines.

Wages. - The rates of wages during 1930 were much the same as in the previous year, but there were marked falls in the

wages of salt miners in the Punjab and workers on the surface at tin and lead mines in Burma.

Output of Minerals: Coal. - The total output in 1930 was 22,685,861 tons of a declared value of Rs.88,177,022. The increase in the output was 375,687 tons, or 1.68 per cent. in excess of the record production obtained in 1929. The opening stocks in 1930 were 829,388 tons and the closing stocks 986,006 tons. The average output of coal per person employed was , for underground and in open workings, 194 tons in 1930 as against 184 tons in 1928-29, and for miners employed above and below ground, 134 tons in 1930 as against 125 tons in 1928-29. There was once more a small improvement in the average. In comparing the above figures ~~in~~ with similar figures in other countries, it should be remembered that both men and women are employed in Indian coal mines. In 1929 the output of coal per person employed above and below ground in the United Kingdom was 270 tons. In 1928 comparative figures in certain other countries were Japan 140 tons; Transvaal 561 tons; United States of America 745 tons.

The year commenced with a prospect of better trading conditions than had been experienced for some time. Stocks of coal at the collieries were lower than they had been for some years. The demand was better, and the higher prices obtained in 1929 were maintained. Early in the year some difficulty was experienced in the matter of wagon supplies, and for a short time there was an acute scarcity of wagons caused by a strike on the Great Indian Peninsula Railway. The effect of the general trade depression gradually affected the coal industry. Shipments to the consuming

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centres in India, particularly Bombay, fell considerably and there was a steady decline in the exports to markets outside India. Owing to the heavy fall in the Chinese exchange and the abandonment of the boycott of Japanese coal, a severe set-back in the Hongkong coal market was experienced. The shipments of coal from the port of Calcutta were 2,085,883 tons, as compared with 2,600,015 tons in 1929. In the Central Provinces and Assam there was a steady and increasing demand for coal, and outputs were correspondingly higher.

Accidents . - During the year 1930, at mines regulated by the Indian Mines Act, 1923, there were 217 fatal accidents, which is 5 more than in 1929, and 9 more than the average number in the preceding five years. In addition to the fatal accidents there were 745 serious accidents involving injuries to 769 persons, as compared with 651 serious accidents involving injuries to 672 persons in the previous year. No record is maintained of minor accidents. 257 persons were killed and 815 persons were seriously injured. The number of persons killed is 9 less than in 1929. Of the killed, 227 were men and 30 women. In two cases six lives, in one case four lives, in three cases three lives and in twenty cases two lives were lost. The causes of the fatal accidents have been classified

as follows:-

	Number of fatal accidents.	Percentage of total number of fatal accidents.
Misadventure	146	67.28
Fault of deceased	41	18.89
Fault of fellow workmen	6	2.77
Fault of subordinate officials	14	6.45
Fault of management	9	4.15
Faulty material	1	0.46
Total	217	100.00

Deaths occurring in each class of mine were as follows:-

211 in coal mines, 4 in mica mines, 8 in manganese mines, 4 in silver-lead mines, 8 in tin and wolfram mines, 2 in limestone mines, 18 in stone mines and 2 in a copper mine.

Health and Sanitation. - The principal bodies charged with looking after the health of the miners were the Asansol Mines Board of Health and the Jharia Mines Board of Health. The death rate during 1930 in the area under the jurisdiction of the former was 21.8 per thousand as compared with 23.2 in 1929, and infant mortality rate 129 per thousand. In the area under the jurisdiction of the latter, the death rate was 16.18 per thousand as compared with 19.57 in 1929 and the birth rate 28.09 per thousand as against 27.75 in the previous year.

Coal-Dust Committee. - The Coal-Dust Committee held one meeting and in addition made underground inspections in the Raniganj coalfield. In the course of the inspections, the methods and adequacy of stone dusting as a preventive against the danger of coal-dust and the conditions as regards coal-dust were investigated. Since the end of the year several collieries in the Jharia coalfield were visited and additional experiments were conducted. It is hoped to publish the Committee's final report about the end of 1931.

Inspection. - The number of coal mines worked during the year was 549, which is one more than in the previous year. The number of metalliferous (including stone, etc.), mines at work was 1,120, as compared with 1,184 in the previous year.

During the year, 958 mines were inspected and many of them were inspected several times. 2,261 separate inspections were made. The cause and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made on the invitation of mineowners, superintendents or managers desirous of obtaining advice on safety matters. An increasing proportion of the time of inspectors is occupied in investigating cases of actual or threatened damage to dwelling houses and roads by reason of the underground workings of coal mines.

(The Report on the Working of the Indian Mines Act for the year 1928 is reviewed at pages 25-32 of the Report of this Office for December 1929 and that for 1929 at pages 19-26 of the December 1930 Report).

Labour & the Reformed Constitution

Main Demands.

Mr. N.M. Joshi, on behalf of himself and the two other Indian labour delegates to the Round Table Conference, Messrs. V.V. Giri and B. Shiv Rao, circulated a memorandum in November 1931 on the Rights of Indian Labour among the members of the Round Table Conference. As the memorandum can be regarded as an authoritative statement of the demands of Indian labour, below is given a summary of the main points set forth in it:-

1. Numerical Strength of Indian Labour. - Precision is not possible in this matter, as the details of the Census Report of 1931 are not yet fully available. ~~We include~~ In the category of labour ^{all} those who are wage-earners, whether in fields, plantations or factories. A memorandum was prepared in the India Office in 1921 and submitted to the Council of the League of Nations to urge the inclusion of India among the leading Industrial States of the world. According to the figures mentioned in that memorandum, there were 27.8 million agricultural workers employed as farm servants and field labourers in India in 1911. This figure includes workers in the tea, coffee, rubber and indigo plantations, but does not include the much larger class of small holders and tenants who numbered at that time over 40 millions. The estimate of workers in industries, mining and transport is given as approximately 20.2 million. The total number of workers in India would, therefore, be 48 millions.

This was in 1911. During the last 20 years there has been an increase in general population by about 10 per cent. Cultivation has been extended and industries have been developed on a considerable scale. ~~The~~ estimate of the total number of workers at the present moment is therefore between 55 and 60 millions. Of these, an appreciable number is drawn from the Depressed Classes whose representatives have put forward their special needs and claims, but what exact proportion they form is difficult to say without a proper enquiry. Nevertheless, it is safe to estimate that the rest of Labour, excluding ~~for the moment~~ those belonging to the Depressed Classes, would be about 35 millions, or 10 per cent of India's present population.

2. Declaration of Rights. - A Declaration of Rights should be inserted in the constitution and the following points should be included in the Declaration:

(a) Decent Standard of Living. - It is the duty

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of every citizen so to use his mental and bodily powers as to contribute to the welfare of the community, and correspondingly it is the duty of the community to secure, so far as lies in its power, that every citizen shall be given the training and opportunities necessary to enable him to maintain by his work a decent standard of living;

(b) Living Wage for Workers. - The Indian Parliament shall make suitable laws for the maintenance of health and fitness of work of all citizens, the securing of a living wage for every worker, and provision against the economic consequences of old age, infirmity and unemployment;

(c) Protection of Women & Young Persons. - The protection of motherhood and the rearing of the rising generation to physical, mental and social efficiency are of special concern to the Commonwealth. Women, young persons and children shall therefore be protected against moral, spiritual or bodily injury or neglect and against exploitation and excessive or unsuitable employment;

(d) Regulation of Conditions of Labour. - The welfare of those who labour shall be under the special protection of the Commonwealth and the conditions of labour shall be regulated, from time to time as may be necessary, with a view to their progressive improvement;

(e) Freedom of Speech and Association. - The right of workers to express their opinions freely by speech, writing or other means, and to meet in peaceful assembly and to form associations for the consideration and furtherance of their interests, shall be granted by the Commonwealth. Laws regulating the exercise of this right shall not discriminate against any individual or class of citizens on the grounds of religious faith, political opinion or social position;

(f) Breach of Contract no Criminal Offence. - ~~The~~ No breach of contract of service or abetment thereof shall be made a criminal offence;

(g) Social Justice. - The Commonwealth shall co-operate with other nations in action to secure the realisation of the principle of social justice throughout the world;

(h) Free Elementary Education. - All citizens in the Commonwealth have the right to free elementary education without any distinction of caste or creed in the matter of admission into any educational institutions maintained or aided by the State and such right shall be enforceable as soon as due arrangements shall have been made by competent authority;

~~...~~

(i) ...

(i) Equality of Civic Rights. - All citizens are equal before the law and possess equal civic rights;

(j) Access to Places of Public Resort. - All citizens have an equal right of access to and the use of public roads, public wells and all other places of public resort.

3. Labour Legislation. - A Federal Subject. - Labour legislation should be a Federal subject, with power for the Provincial or State Legislatures also to legislate but not, as the Royal Commission on Labour observed in its Report "so as to impair or infringe the authority" of the Federal Legislature.

4. Ratification of I.L. Conventions. - The power to ratify International Labour Conventions should be vested in the Federal Government.

5. Adult Suffrage. - The introduction of adult suffrage is vital from the workers' point of view. Labour has no objection if, on detailed enquiry it be found that universal adult suffrage would be impracticable as the next stage, to some qualification being made, such as raising the age limit to 25 years, provided that the restriction applies equally to all classes. But immediate recognition must be given to the principle of adult suffrage in the terms of reference of the Expert Franchise Committee that is hereafter to be appointed.

6. Joint Electorates. - Labour is opposed to the continuance of separate electorates for communities divided according to religion or race. The experience of the Indian Trade Union movement strengthens conviction in the efficacy and soundness of not dividing the community on a religious or racial basis. Communal and racial feelings have had comparatively little influence on the movement and the workers are organised as an economic class, not as Hindus, Muslims or Untouchables. Communal electorates, with the introduction of adult suffrage, would create a false division among the workers and break the solidarity of the working-class movement. Such a wrong division will throw a powerful barrier in the way of the development of the labour movement and prevent the organisation of political forces on an economic basis. The communal problem ~~xxx~~ is a problem of the past. Moreover, the real problems of the future will be economic and social, and it would be wrong to build the constitution in a manner which has no relation to the realities of tomorrow.

7. Occupational Basis for Electorates. - A division of the electorates on an occupational rather than communal or a territorial basis, in order to bring into the Legislatures elements which, because of their lack of organisation and influence, might fail to secure adequate representation is to be preferred. If adult suffrage, however, is introduced on ~~an~~ a basis of joint electorates, and no other special interests are recognised, labour will not ask for

special constituencies. But in the event of even one of these conditions failing to be fulfilled, labour must have both.

8. Representation to be on Population Basis. - So far as the total number of Labour seats is concerned, no weightage is required for labour. But representation of labour can and must be on the population basis; that is, ten per cent in the Federal Legislature and if the decision ultimately be in favour of a bicameral system, then in each house of the Legislature. With regard to the Provincial Legislatures also, the numbers will have to be ascertained in each Province, and the seats allotted in their proportion to the total population of the area.

9. No Nominations. - The principle of election should be substituted for that of nomination, and registered trade Unions should form special constituencies for the purposes of election.

10. Agricultural & Plantation Labour. - As regards agricultural and plantation labour, some other method of election will have to be devised, as there are no trade Unions among the workers of these two classes. The question is worth considering whether Kisen Sabhas, or organisations of agricultural workers, wherever they exist, may not be registered under a law analogous to the Trade Union Act and regarded as a special electorate. The Conference should endorse, without qualification, the principle that these millions of workers are entitled to an adequate share in the government of their country.

(Summarised from text of Memorandum reproduced in the M. & S.M. Railwayman of December 1931, Vol. 3, No. 6).

Factory Administration in India, 1930*

The following information regarding factory administration in India during 1930 is taken from the statistics of factories subject to the Indian Factories Act for the year ending 31-12-1930 published by the Government of India together with a note on the Working of the Factories Act during the year.

Number of Factories. - The statistics for 1930 reflect the approach of the depression in trade and industry which commenced during the year and spread throughout the country with increasing intensity. The total number of factories rose from 8,129 in the preceding year to 8,148 in 1930, but this small increase marks a definite slackening of the rate of progress in the construction of new factories which was a prominent feature of the eleven preceding years. There was a decrease in the total number of factories in Madras, Bihar and Orissa, Central Provinces, Delhi and Bangalore and Coorg. The most important decrease was in the number of saw-mills and cotton-ginning and baling presses, the closure of some of the factories of the latter class being attributed to the formation of "pools" in the Punjab, Central Provinces and Ajmer-Merwara. The total number of factories notified under section 2(3)(b) of the Indian Factories Act rose from 184 in the preceding year to 202 in 1930 which is the highest figure recorded since the amendment of the Act in 1922.

* Statistics of Factories subject to the Indian Factories Act (XII of 1911) for the year ending December 31st, 1930 together with a Note on the Working of the Factories Act during the year. - Published by order of the Government of India. - Calcutta: Government of India Central Publication Branch 1931 - Price Re.1-2 or 2s. pp.31.

Classification of Factories. - Out of the 8,148 factories, 351 were owned by Government or Local Funds, 462 were textile factories; 594 engineering concerns; 125 minerals and metal works; 1,615 rice mills; 959 tea factories; 249 oil mills; 358 paper and printing factories; 186 saw mills and 2,090 cottong ginning and baling factories. Bombay Presidency had, as usual, the largest number of factories - 1,550, followed by Madras with 1,527, Bengal with 1,444, Burma with 980, Central Provinces and Berar with 695, Assam with 620, the Punjab with 526, the United Provinces with 376 and Bihar and Orissa with 282. ~~The~~ industrial activity in other provinces was, as in the previous years, very slow.

Strength of Factory Population. - The presence of the general trade depression is also apparent from the decline during the year of the total factory population. The average daily number of persons employed in factories fell from 1,553,169 in 1929 to 1,528,302 in 1930, which, though slightly higher than the figure for 1928, is actually lower than the figure for 1927. The only provinces showing increase are Bombay, Burma, the United Provinces and the North-West Frontier Province. The increase in the Bombay Presidency was due to more settled conditions prevailing after the dislocating strikes of the two preceding years. An interesting feature is the extraordinary increase in the number of employees in the cotton spinning and weaving mills. The figure rose from 337,962 in 1929 to 353,451 in 1930 which is the highest figure recorded since the year 1919.

Distribution by Provinces .- The distribution of factory workers by provinces is as follows:- Madras, 142,549; Bombay 370,704;

Bengal, 563,877; United Provinces, 92,161; Punjab, 49,549; Burma, 98,701; Bihar and Orissa, 66,315; Central Provinces and Berar, 68,856; Assam, 45,820; North-Western Frontier Province, 1,251; Baluchistan 1,181; Ajmer-Merwara, 14,902; Delhi, 9,811 and Bangalore and Coorg, 2,625.

Distribution by Industries. - (1) Government and Local Fund Factories - 142,882, (Railway Workshops, 73,972; Ordnance factories 21,664; printing presses 13,172; engineering (general), 10,130); (2) Textile Factories - 697,000 (cotton spinning, weaving and other factories, 352,268; Jute mills, 336,356); (3) Engineering - 144,568 (railway workshops, 56,728; general engineering 33,412; ship building and engineering 20,242); (4) Minerals and Metals - 55,085 (iron and steel smelting and steel rolling mills, 30,484; petroleum refineries, 12,034); (5) Food, Drink and Tobacco - 182,307 (rice mills, 78,271; tea, 60,161; sugar, 15,203); (6) Chemical, Dyes, etc., - 51,043 (matches, 17,137; oil mills, 11,919); (7) Paper and Printing - 31,795 (printing, book binding etc., 24,373; paper mills, 5,597); (8) Wood, Stone and Glass - 37,614 (saw mills, 15,057; ~~XXXXXXXXXX~~ bricks and tiles, 9,611; Cement, lime and potteries, 6,149); (9) Skins and Hides - 5,991; (10) Gins Presses - 172,123 (cotton ginning and baling, 138,833; jute presses, 33,031); and (11) Miscellaneous - 7,894 (rope works, 3,831).

(The above figures indicate the distribution of factory population by industries. The figures ~~XXXXXXXXXX~~ within brackets indicate the number of workers in some of the important industries under each general heading).

Women and Children in Factories. - With the general decline

in the total number of workers there was also a fall in the number of women and children employed in factories. The general tendency during the last ten years has been towards steady increase in the number of women and a steady decrease in the number of children employed in factories. During the year under review the number of women and children were 254,905 and 37,972 as against 257,161 and 48,843 respectively in 1929. The percentage of women and children to the total factory population is now 16.7 and 2.5 respectively. The corresponding percentages for the preceding year are 16.5 and 3 respectively. In the cotton industry there was a marked increase in the number of women operatives, while the number of children showed a small decrease. The progressive elimination of children is most marked in the jute industry where irregularities in employment were prevalent, particularly in the mills which worked under a system of multiple shifts. The provincial reports indicate that the increasing stringency in the enforcement of the provisions of the Indian Factories Act relating to the employment of children is responsible for the preference which is now being shown by employers for adult labour.

Hours of Work. - The position as regards the normal weekly hours for adults remained approximately the same as in the preceding year. Out of every 100 factories employing men, in 28 the men worked 48 hours or less per week, in 19 for more than 48 hours but not more than 54 hours a week, while in 53 factories the weekly hours for men exceeded 54. The figures for 1929 were 27, 13 and 60 in the same order. Out of every 100 factories employing women, in 31 the working hours for women were limited to 48 ~~hours~~ or less

per week, in 13 women worked for more than 48 hours but less than 54 hours per week, while in 56 the weekly hours for women exceeded 54. In 1929 the corresponding figures were 32, 12 and 56 respectively. There was, however, a satisfactory improvement in regard to children's hours. The percentage of factories employing children which fixed their maximum hours at not more than 30 per week was 39 as against 34 in 1929. There was no appreciable change during the year in regard to exemptions.

Accident Statistics. - The steady increase in the total number of recorded accidents received no check during the year in spite of the decrease in the total factory population. The figures for 1930 was 21,784 giving an accident rate of 1,425 per 100,000; in the preceding year the total number of recorded accidents was 20,208, while the accident rate was 1,301. It is, however, satisfactory to note that while the number of fatal accidents was the same as last year, there was a fall in the number of serious accidents. The increase in the total number of recorded accidents and in the accident rate was therefore due entirely to minor accidents. The explanation generally given for the steady rise in the total number of accidents in recent years is the improvement which has been affected throughout India in the reporting of accidents particularly since the introduction of the Indian Workmen's Compensation Act. Of the 21,784 accidents reported during the year, 240 ended fatally, 4,115 were serious and 17,429 minor. The corresponding figures for 1929 were 240, 4,389 and 15,579. The Factory Inspection Department in every province is paying greater attention to the question of prevention of accidents and it is reported that there

has been a marked improvement during the year in the fencing of machinery and in the use of safety posters. Commendable work in this direction is also being done by the safety-first organisation of the G.I.P. Railway, which has been holding quarterly meetings to consider industrial risks in the workshops. Automatic guards of the pattern suggested by the International Labour Office have been provided in several power presses in Bombay and an interesting experiment is reported in a large wood-working establishment in the same Presidency where, on the advice of the Factory Inspector, the workers have been graded so that the most risky operations are performed by men with experience and training who are unlikely to tamper with the guards.

Housing and Welfare Work. - The general trade depression has had its unfortunate effect on the progress of housing schemes and other forms of welfare work. In the matter of providing housing accommodation for the factory workers the only substantial advance was in Delhi. The textile mills in this centre, which are reported to have enjoyed a good year, have done much to promote the happiness of their workers outside the factories. Both the Delhi Cloth and General Mills and the Birla Cotton Mills have extended considerably the number of quarters for their employees and have made praiseworthy efforts to make them as comfortable as possible. The housing scheme which the Delhi Cloth and General Mills have now in hand includes the provision of a hospital and of playfields, while the Birla Mills hope to provide housing accommodation for their entire mill staff at an early date. On the other hand, the Cawnpore Scheme for the housing of about 20,000 workers continued in a state of suspended

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animation owing to the existing slump. This is unfortunately the position in most other centres. Some improvement in general sanitary conditions is reported from almost every part of the country. The need for the active co-operation of municipal bodies is being felt in more than one centre.

The trade depression has also cast its shadow on some important welfare schemes which were described in last year's report. A partial suspension of such activities is perhaps inevitable at a time of financial crisis, but employers in India as elsewhere have begun to realise that properly conducted welfare schemes which lead to greater contentment among their employees are well worth the expenditure which is incurred on them. In spite of bad times, it is satisfactory to note that the standard of working conditions within the factory has not shown any signs of deterioration. In the fencing of machinery, in ventilation and lighting arrangements, particularly in the large perennial establishments, steady progress has been maintained. The rules regarding humidification in textile mills came into effect in the Punjab during the year, and it is reported that as a result the conditions under which the operatives have now to work are greatly improved. In other directions also, the general volume of welfare work has not been seriously diminished. Thus, in Bombay although several creches were temporarily closed during the year there was on the whole an increase in the total number. This was mainly due to the decision to provide a creche in each mill of the E.D.Sassoon group. An interesting experiment in education in the same centre deserves notice. It is reported that 33 mills employing 75,000 persons have combined to secure " a visual education

service", the objects of which are "the stimulation of the interests of the workers in the elimination of the factors that adversely affect their health, efficiency and earning capacity or interfere with their individual progress towards a higher standard of living". The method adopted is to issue a series of posters dealing with the most common causes of loss of efficiency and to measure the results by the suggestions received from workers on the subjects of these posters. The Bombay Presidency, Baby and Health Week Association held four health exhibitions in the mill compounds in Bombay and its activities are being extended to other centres. A similar exhibition was organised by the Labour Union in Ahmedabad and was very well attended by the mill operatives. In Bengal, the Indian Jute Mills Association has decided to establish welfare centres, public clinics and creches in all mills within their membership. A preliminary survey is to be undertaken in 1931 by a lady doctor experienced in welfare work in order to furnish materials for the preparation of the scheme. (vide page 24 of the Report of this Office for December 1931). The Burma-Shell Oil Company, Budge-Budge, has inaugurated a welfare department with a labour office under a labour officer. The duty of the labour officer consists in supervising engagements, discharges and promotions of workers as well as enquiring into grievances brought by the workers. He is also to supervise the refreshment canteens started by the Company. The same Company has started a provident fund to which all labourers employed by the Company ~~XXXXXXXXXX~~ are eligible to contribute. The workers are allowed to contribute 6 pies ($\frac{1}{32}$ of a rupee), 1 anna ($\frac{1}{16}$ of a rupee) or 1 anna 6 pies at the individual worker's option.

The Company contributes an equal amount. The fund is reported to be popular among the workers.

Convictions under the Act. - The number of convictions obtained during the year for offences under the Indian Factories Act fell from 1,302 in 1929 to 1,201 in 1930, but the number of persons convicted increased from 463 to 498 in 1930. Complaints regarding the inadequacy of fines inflicted by magistrates continued to find expression in almost all provincial reports.

Inspections. - The total number of factories inspected during the year fell from 6,953 in 1929 to 6,914 in 1930, and the percentage of the number of factories inspected to the total number of factories fell from 90 ~~in~~ in 1928 and 86 in 1929 to 85 in the year under report. The largest number of uninspected factories was in Assam, in which province a separate Factory Inspector was appointed for the first time in May 1930. 3,316 factories were inspected once, 2,053, twice, 861 thrice and 723 more than three times.

(The following are the references in the reports of this Office for the reviews of the Administration of the Factory Act during 1930 in the various provinces: in Burma, pages 25-27 of July 1931 report, in Bombay, pages 20-24 August 1931 report, in Madras, pages 24-27 of August 1931 report, in Central Provinces and Berar, pages 28-29 of August 1931 report, in Bengal, pages 29-34 of August 1931 report, in Punjab, pages 35-38 of August 1931 report, in the United Provinces, pages 27-29 of September 1931 report and in Bihar and Orissa, 13-14 of November 1931 report.)

The Administration of the Factory Act in India for the year 1927 is reviewed at pages 46-50 of the January 1929 report, that for 1928 at pages 34-37 of July 1930 report and that for 1929 at pages 15-19 of August 1931 report).

Wage-Cuts in the M.& S.M. Railway:

Protest of Union.

As decided by the Government of India, wage cuts ranging from 3/8 per cent. to 10 per cent. (for details vide pages 29-30 of the November 1931 Report of this Office) have been enforced on the M. and S.M. Railway and the first cut was made on wages for the month of December 1931, which came up for disbursements during January, 1932. The Secretary of the M. and S.M. Railway Union has issued recently a statement to the press enumerating the objections from the workers' point of view to the cuts in their salaries. The following principal objections against this retrenchment measure have been raised in the statement:-

(1) In other departments, like Posts and Telegraphs, retrenchment was kept in abeyance pending the recommendations of the Retrenchment Sub-Committee appointed by the Government of India. But in the Railways, on the other hand, retrenchments were already begun and many measures to that effect were actually carried through before the Railway Retrenchment Committee had arrived at definite conclusions.

(2) In the Railways a very large number of men have already been put on short time, over 33,000 have been discharged and a few thousands have been demoted from their grades. To impose a general wage cut, in addition to the above measures of retrenchment is unjust.

(3) The provincial Governments of Bombay and Madras, within the jurisdiction of which the M. and S.M. Railway runs, have exempted from salary cuts all employees drawing below Rs. 50 and

Rs. 40 respectively, as the two Governments are of opinion that employees getting salaries below these limits could not afford to make any sacrifice ^{in part}. But the railway workers living in these Presidencies have been subjected to wage cuts of 6 pies in the rupee for salaries below Rs. 30 and 1 anna in the rupee for salaries between Rs. 30 and Rs. 83-5-4 and 10 per cent. in salaries above Rs. 83-5-4. In the revision of wages in the M. and S.M. Railway during 1930 (for details vide pages 42-44 of the December 1930 report of this Office), the Agent of the M. and S.M. Railway had laid down that those of the staff getting below Rs. 80 should be considered to be low paid and had taken that fact into consideration in making the revisions in 1930. In view of these facts, the present cuts affecting even the lowest grades of employees, is unjust.

(4) The Indian Railways were not working at a loss even during the present crisis. The M. and S.M. Railway was able to declare a dividend of 10 per cent. (which was above the guaranteed percentage ~~ix~~ to its shareholders during 1931 in spite of the prevailing trade depression. The actual fall in earnings was more than counter-balanced by the reductions in the working expenses already effected. Hence there is no justification either for drastic retrenchment of staff or for wage-cuts.

According to the statement, the ~~x~~ feelings of the workers are reported to be much exercised over the wage-cut and ^{have} that many [^]refused their reduced wages as a measure of protest. A meeting of the Central Committee of the Union was held at Bezwada on 20-1-1932. Since the Agent of the M. and S.M. Railway had not sent his reply to the letter on the subject sent by the General Secretary, the

Central Committee decided to write to the Agent and ask for a reply for the pending letter before 27-1-1932, and appointed a Special Committee of 7 members to meet on 29-1-1932 at Perambur to consider the Agent's letter, if received, or, the situation in the light of the silence of the Agent, if otherwise, and issue the necessary instructions to the members in pursuance of a resolution which was passed unanimously by the Central Committee. It was agreed that the resolution was to be kept in abeyance and released only after 29-1-1932 after the reply of the Agent was received. The Committee also referred the matter to the All-India Railwaymen's Federation which is to meet at Bombay early in February. (The Hindu, 25-1-32).

Industrial Organisations

Workers Organisations.

Progress of Trade Unionism in India, 1927-30*

The following information regarding the progress of the trade union movement in India during the years 1927-30 is taken from the Note on the Working of the Indian Trade Unions Act, 1926, for the year ending 31-3-1930, with comparative statistics for the three years 1927-28, 1928-29 and 1929-30 published recently by the Government of India:-

Difficulty in getting returns . - The Indian Trade Unions Act, 1926, came into force on the 1st June 1927. Under section 28 of this Act every registered trade union is required to send annually to the Registrar of Trade Unions of the province, on or before a fixed date, a general statement of all receipts and expenditure during the year, together with such other particulars as may be prescribed. These statements from individual trade unions are then consolidated by the local Governments concerned and forwarded to the Government of India with the annual reports on the working of the Act. Owing to the incompleteness of the returns the Government of India decided not to publish a summary for the years 1927-28 and 1928-29. According to the report, there was no improvement of the position in 1929-30, but in view of the importance of the trade union movement and the public interest in its development, the Government of India have decided to publish the statistics for the three years which, though incomplete and defective, are not without useful indications.

Registered and Unregistered Trade Unions. - The information supplied in the report relate only to trade unions which are registered under the Indian Trade Unions Act of 1926. As registration is not compulsory and there are still a number of unions which are unregistered, the statistics do not furnish a complete picture of the trade union movement in the country. In Bombay, according to the Labour Gazette ~~of~~ for May 1930, the total number of unions in March 1930 was 94 with a membership of 144,409 while the number of registered unions was 40 with a membership of 98,109. The unregistered unions of this Presidency appear to be small and unimportant but an exception has to be made in the case of the Ahmedabad Labour Union with a membership of about 23,000, which is perhaps the most important unregistered union in India. In other provinces information regarding unregistered unions is scanty, but there is no reason to believe that

* Note on the Working of the Indian Trade Unions Act, 1926 for the year 1930 with comparative Statistics for the three years 1927-28, 1928-29 and 1929-30.- Calcutta: Government of India Central Publication Branch: 1932 - Price Annas 10 or 1s. - pp.12.

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their number of membership is negligible. Thus, in 1929-30 there was only one registered union in Burma out of a total of 12 unions mentioned in the report of the local Government. Other provincial reports also refer to the existence of unregistered unions but estimates regarding their number and membership are not available. In this connection it is also important to mention that a number of unions consisting of Government employees have refrained from registering themselves under the Act pending a declaration by Government of its policy in regard to recognition. This question is dealt with in the Report of the Royal Commission on Labour whose recommendation on the subject is receiving consideration by the Government of India. Registration is, however, gaining increasing importance owing to the fact that it has come to be regarded as the acid test of recognition. Private employers have shown an unwillingness to have any dealings with unions which are not prepared to register under the Act. In Bombay and Calcutta industrial unrest has been responsible for the speedy registration of trade unions concerned in industrial disputes. The attitude of employers is due to the fact that registration provides some guarantee that a union is a bona fide organisation. Registration is thus fast becoming the rule with unions of any industrial importance. The above remark does not however apply to Federations very few of whom have so far registered themselves under the Act.

Factors Vitiating the Statistics. - The report states that the statistics from which it (the report) is compiled are incomplete and defective even with regard to registered trade unions. For 1929-30 no less than 14 out of a total of 104 registered unions failed to submit any returns.

Another defect of the statistics is that complete reliance cannot be placed on the figures regarding membership. In many cases there has been a tendency to put the effective strength at a figure which is higher than is justified by the circumstances. This is done by retaining on the register of the union the names of members who have long ceased to make any contribution, monetary or otherwise, to its activities.

In spite of these defects the statistics now published are of some assistance in gauging the development of trade unionism in this country. The trade union movement in India has been in existence for over a decade, but it is still in its infancy. Illiteracy is the greatest handicap to sound organisation, but the migratory character of Indian labour is no doubt also responsible for the ephemeral nature of some trade unions.

Number and Membership. - There were 29 registered trade unions with a membership of 100,619 at the end of the year 1927-28, in which the Indian Trade Unions Act came into force. The number rose to 75 unions with a membership of 181,077 in 1928-29 and to 104 unions with a membership of 242,355 in 1929-30. The increase in membership was thus 80,458 in the second year and 61,278 in the third year, or roughly 80 and 34 per cent. respectively. These figures indicate steady progress. The number of unions from whom returns were received was 28 in 1927-28, 65 in 1928-29, and 90 in 1929-30, out of a total of 29,75 and 104 respectively. The average membership of registered unions in 1929-30 was 2,693, as against

3,469 and 2,414 in 1927-28 and 1928-29 respectively. The concentration of membership of 90 registered trade unions in 1929-30 shows that the largest number of unions was in the group with a membership of 500-1,000. The unions ~~are~~ belonging to the 4 lowest group with a membership of less than 500, had less than 4 per cent. of the total membership.

Trade Unionism in the Provinces. - The figures given in the report indicate an increase in the membership of registered trade unions in all provinces excepting Burma, Assam, North-West Frontier Province and Coorg. In Bombay the total membership at the close of the year 1927-28 was 52,559 which rose to 53,595 at the close of 1928-29 and 94,665 at the close of 1929-30. These figures do not, however, indicate the extraordinary fluctuations in the membership of registered unions during this period in that Presidency. In 1928-29 the Girni Kamgar Union and the G.I.P. Railwaymen's Union, both registered under the Indian Trade Unions Act, had a membership of 54,000 and 41,000 respectively. Figures were not available at the time of making the returns for 1928-29. At the close of the year 1929-30, while the strength of the G.I.P. Railwaymen's Union rose to 41,640, that of the Girni Kamgar Union fell to 2,350. The collapse of the latter union was due to the failure of the general strike in the Bombay cotton mills in 1929, which was also responsible for a rapid decline in the membership of all textile unions in the Presidency. The Bengal figures for the three years are 2,029, 37,645 and 55,268 respectively. The membership in Madras at the end of 1927-28 was 9,557 which rose to 16,613 at the end of 1928-29 and 45,346 at the end of 1929-30. The figures for the Punjab for the three years are 5,799, 14,507 and 26,318 respectively. In the United Provinces the membership rose from 3,119 in 1927-28 to 12,179 at the end of 1928-29 ~~it rose to 12,179~~ but in the following year the figure showed an increase of only 559. In Bihar and Orissa the membership in 1927-28 was 25,203 and in 1928-29 it rose to 41,682. No returns were received from this province for the year 1929-30. Bombay has the largest membership, but the figures from Bengal and Madras for the year 1929-30 show a rapid increase. The movement also appears to be progressing in the Punjab. The local Government in its annual report for 1929-30 states that "the trade union idea is certainly gaining ground though its functions are still imperfectly understood". Trade unionism has hardly gained a foothold in Burma, while in Assam it is still unborn.

~~The number of~~ ^{The number of} registered trade unions, which stood at 104 on 31-3-1930 were distributed among the provinces (the figures in brackets indicate total membership) as follow:-
 Madras - 12 (45,346), Bombay - 38 (94,665), Bengal - 19 (55,268), United Provinces - 5 (12,738), Punjab - 16 (26,318), Burma - 1 (100), Delhi - 2 (2,676), Central Provinces - 7 (3,499), North-West Frontier Province - Nil, Ajmer-Marwara - 3 (membership figures not available), and Other Provinces - Nil. (~~The~~ Total number of unions 104; total membership - 242,355).

Trade Union Activity in Different Trades. - Trade unionism has made most rapid progress in the railways. The membership of

railway unions registered under the Act during the three years under review was 57,239, 102,658 and 159,444 respectively. The figure for the last year represents about 20 per cent. of the total number employed on the railways in India. The registered membership of seamen's unions for the three years was 19,501, 27,477 and 37,121 respectively. These figures also indicate a steady progress. The registered membership in the case of the textile industry was 19,114 at the end of 1927-28, 16,776 at the end of 1928-29 and 16,185 at the close of 1929-30. The figures represent less than 3 per cent. of the total number of workers belonging to this group. There was an increase in all other trades except textiles, engineering and docks. In the case of the engineering trade the decline in membership is probably due to the exclusion of statistics from Bihar and Orissa. There is as yet no trade union organisation among plantation workers.

The actual distribution of trade unions among the different trade groups on 31-3-1930 (the figures in brackets indicate total membership) was as follows-

Railways (including railway workshops and other transport) - 28 (159,444), Tramways - 3 (4,074), Textiles - 10 (16,185), Engineering - 1 (445), Printing Presses etc. - 5 (3,404), Municipal - 6 (2,455), Seamen's Unions - 3 (37,121), Docks - 3 (957), Port Trusts - 6 (5,213), and Miscellaneous - 25 (13,059).

Organisation of Women Workers. - Organisation among women workers has made little progress in India. The total number of women members of registered unions rose from 1,166 in 1927-28 to 3,842 in 1928-29, but fell to 3,299 in 1929-30. The figure for the last year represents a little over 1 per cent. of the total membership of registered unions.

General and Political Funds. - The closing balance of the general funds of registered trade unions was Rs. 1,60,578 at the end of 1927-28, Rs. 294,301 at the end of 1928-29 and Rs. 311,765 at the end of 1929-30. There has also been a gradual increase in the total income of the general funds. This was Rs. 163,581 during the first year (1927-28), Rs. 316,863 in the second year (1928-29) and Rs. 432,638 in 1929-30. The last figure gives an average income of Rs. 4,973 per union and of Re. 1-13-7 per member. There was only one union, namely, the National Union of Railwaymen of India and Burma (Bombay) which maintained a separate political fund under section 16 of the Indian Trade Unions Act at the close of the year 1929-30. The collections in this fund during that year amounted to Rs. 32-12-0 only which remained unspent at the end of the year. The Madras Labour Union is the only other union which started a separate political fund. In 1928-29 it had an income of Rs. 106-8-0 in that fund, the whole of which was spent by the end of the year. The Union showed no receipts under this head in 1929-30.

Withdrawals, Appeals and Amendment of the Act. - There has been no instance of an appeal against the refusal of the Registrar

to register a trade union under section 11 of the Act and during 1929-30 there was no case in which the registration of a union was cancelled or withdrawn. Section 11 of the Indian Trade Unions Act relating to appeals was amended in 1928 in order to overcome a technical difficulty in regard to the venue of such appeals in Presidency towns. The report states that the working of the Act during its first three years justified the view held by the Government of India at the time of the passing of the Act that registration involves no obligation which a reputable and well-conducted union should not be willing and indeed anxious to accept.

Indian Colliery Employees' Association, Jharia, 1931.*

The following information regarding the Indian Colliery Employees' Association is taken from the Report of the Association for the year 1931.

Progress of the Association 1929-1931. - Since the 9th Session of the All-India Trade Union Congress held at Jharia towards the end of 1928, the Indian Colliery Employees' Association has had a chequered history. The Congress created a good deal of enthusiasm amongst the local workers and the opportunity was seized by the Association to increase its membership and to improve its organisation. Due to various difficulties which arose during the period ~~Under~~ review, the work of the Association in this direction was very much hampered and a good number of old and regular members of the Association discontinued their membership as a result, it is alleged, of indirect pressure by their employers. The strength of of membership, however, ~~was~~ remained unaffected; the number of

* Indian Colliery Employees' Association, Jharia, Report 1931.
President:- S.J. K.N.Sen Gupta. - P.C.Bose, Secretary. pp.12+3.

members enlisted afterwards was more than that of the defaulting ones and a feature of this enlistment was that most of these members were drawn from actual manual workers. At the end of 1931, the membership of the Union exceeded 3000, of which more than 2,000 were actual miners and manual workers and the rest were clerical and other salaried staff working in the different collieries. The rate of subscription continues to be as before:- a minimum of one pice per week for miners and other weekly paid manual workers, annas two for those who draw a monthly wage below rupees thirty, and annas four for all other members.

Co-operation with Whitley Commission. - The most important event that took place, during the period under review, was the visit of the Royal Commission on Labour to the Jharia coal-field. The Association, having decided to co-operate with the Commission as beneficial to the interest of labour, submitted a memorandum to the Commission, sent two Assistant Commissioners to help the Commission in ^{its} ~~their~~ investigation and led evidence before it to represent the cause of the entire mining labour in India. The Association was thus able through its co-operation with the Commission to give to the public a true picture of the deplorable conditions of mining labour. As a result of further discussion before the Commission, the representatives of the employers agreed to recognise the Association and co-operate ^{with it} on certain conditions ~~with it~~ in all matters relating to labour. ~~It is there~~

Demands of Colliery Labour. - The Association represented fully the demands of colliery workers to the Whitley Commission. The report states that if the recommendations of the Commission relating to mining labour are put into effect by legislation

considerable relief will be afforded to mine-workers. The following are the main points in the demands of the mine-workers:-

1. A minimum wage sufficient to maintain the worker and his family in reasonable comfort, and to meet other expenses necessary to maintain his position according to the standards of civilized society.

2. Additional rewards to a worker for his skill, gradual increment to him according to experience and opportunities, and prospects of promotion.

3. Security against loss of employment through causes which can be controlled.

4. Reduction of hours of work to periods short enough to prevent undue fatigue, and to leave a margin of leisure, in conformity with International Labour Conventions.

5. Provision of facilities for sanitary housing, proper food and water supply sufficient for drinking, bathing and washing purposes.

6. Institution of unemployment and old age pensions, maternity benefit and other social insurance systems.

7. Facilities for education of children of workers.

8. Ensurance of a degree of workers' influence in the conduct of the management sufficient to dispel the idea both from the employer and the employed that the worker is a mere tool or commodity, and to imbue the idea that he is, in fact, a partner in the industry.

Plea for Ratification of Geneva Convention on Hours of

Work in Coal Mines. - The following statement in the report embodies the views of the colliery employees regarding the I.L.O. Convention on Hours of Work in Coal Mines:-

"It has been universally admitted that an unduly long working day for miners is a most dangerous practice. It not only affects the health and efficiency of the miners but also increases the number of accidents in mines and the seeming economic advantage derived from this practice is of no consequence to the mine owners in India, in as much as Indian miners are paid on the piece-work

system. An eight-hour day for miners has been long established throughout the world, and there is demand every where for a seven-hour day now, but Indian miners are still suffering from all the evil effects of an unduly long working day (60 hours for above ground and 54 hours for under-ground worker). For want of supply of a few more coal tubs and some working appliances, many Indian mine workers are forced to remain idle underground for long periods and have to wait, on occasions, more than even twelve hours to complete work which can easily be done by them in five or six hours. There is absolutely no justification for so long a working day in Indian mines. The Government should therefore immediately ratify the Convention on hours of working in mines adopted by the last International Labour Conference."

Strikes. - There were three strikes during the period under review: one at Amlabad colliery and two at Balgora and Simlabahal collieries. All the three strikes were due to questions of wages and in all three the workers were successful.

Bombay Trade Union Conference, Bombay, 1932.

A session of the Bombay Trade Union Conference was held on 23rd and 24-1-1932 at Bombay under the presidentship of Mr. Muhammad Umar Rajab (an adviser to the workers' delegate to the 14th I.L.Conference). The following were some of the more important unions represented at the Conference: The Bombay Girni Kamgar Union, Tramwaymen's Union, the Bombay Port Trust Railway Employees' Union,

the B.B.& C.I. and the G.I.P. Railway Workers' Union, the Bombay Dock Workers' Union, the Bombay Municipal Workers' Union and the Bombay Textile Labour Union.

In the course of his speech, Mr. Abdul Majid, Vice-President of the Bombay Girni Kamgar Union and Chairman of the Reception Committee of the Conference, drew the attention of the conference to the present disturbed industrial and political conditions in India which, he said, was very critical from the point of view of Indian workers. Reviewing industrial conditions, he said that more than 35,000 workers were already retrenched and that many more were about to be discharged from the railways. In the textile industry, he said that between 50,000 and 60,000 workers were at present thrown out of employment. As for the dock workers in Bombay, they were unable to secure work for even two days in the week. Regarding the political situation, Mr. Abdul Majid was of opinion that the Congress movement would not better the position of the workers and so he advised workers to form their own political party.

The Conference passed a number of resolutions, a summary of the more important of which is given below: One resolution favoured the socialisation of lands, mines and banks. ^A Second resolution protested against the sentence of twelve years' imprisonment passed on the communist M.N. Roy. A third resolution stated that in certain Bombay mills, the management had decided on increased output without affording any proportionate increase in wages to workmen. This system of rationalisation, it was stated, resulted in increasing unemployment. It was therefore resolved that the textile workers should prepare themselves for a general strike if it should become necessary. A fourth resolution stated that

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members of the criminal tribes or prisoners in gaol should not be employed in any railway or other utility concern when the original workmen were on strike.

(The Times of India, 26-1-1932).

Employment & Unemployment.

An Employment Bureau ^{Experiment,} Opened in Delhi.

An Employment Bureau, which is expected to prove useful both to employers and to those in search of employment, ^{has been} ~~was~~ recently opened by the Government of Delhi Province. The Bureau has started maintaining a register to furnish up-to-date statistics of unemployed in the Province. A circular letter containing details of the ~~scheme~~ was sent to the principal employers of labour in the Province with a view to secure their co-operation. The following is a brief outline of the scheme:-

Employment & Unemployment Registers. - Delhi Province has been divided for the purposes of the scheme into a number of divisions by the statistics. In each division a person is appointed, in nearly all cases without remuneration, to be responsible for reporting on the unemployed in his area. Besides keeping a register of those out of work, the conditions under which they live and the position of their families and dependents are also to be reported. When work is available, suitable applicants are to be interviewed by prospective employers. When a man is taken on, his name is to be removed from the unemployment register and entered in the register of employed, together with particulars of his pay, nature of work and the length of time he is likely to be employed. If at any time he again becomes unemployed his name is to be re-entered on the unemployed register.

Employment Grades - The Heads under which employment is being found are (1) Government and Private employers of labour; (2) Home industries and rural and secondary occupations; (3) apprenticeships in local factories; (4) seasonal occupations; (5) newly

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created industries; and (6) fruit, flower and vegetable production on a developed scale.

~~During the~~ *Within this* short time during which the scheme has been tried, it has proved very useful. The method of keeping a list of unemployed and of securing suitable employment for them on a systematised and organised basis through the Bureau, instead of leaving the shiftless and often dispirited unemployed to find out work for themselves, it is reported, has yielded good results without any great outlay of money being required for working expenses. It is reported that there is a large number totally or partially unemployed during the year, especially in the rural areas of the province. It is the aim of the authorities to teach these people secondary occupations, so that during the months of enforced idleness, they may be better able to support themselves and their families. It is expected that the creation of new industries and the development of those which are at present not very important will go a long way towards reducing unemployment.

(The Statesman, 13-1-1932).

Public Health.

Bangalore Municipal Housing Scheme.

A scheme has been prepared by the Commissioner of the Bangalore Municipality for the housing of the poorer classes of the population living in and around Bangalore City. The scheme which was submitted to the municipality on 23-1-1932 has been referred to the Managing Committee of the Municipality. The following are the important features of the scheme:-

Present Housing Position. - The major portion of the poorer classes at present living in and around Bangalore city consists of workers in the factories and mills which have sprung up in all parts of the city. The poor in the city live in two classes of houses, viz., huts and sheds put up by the occupants themselves on lands belonging to Government or the municipality and rented tenements. In the first class, there is no house rent to pay, but a ground rent is generally charged for the space occupied, ranging from 2 to 8 annas a site. The need for housing the poor in such better sheds or houses has become a matter of great urgency as quite a large number of these sheds have recently sprung up in all parts of the city. ~~XXXXXXXXXXXXXXXXXXXX~~ Most of them are in a wretched condition and excepting the huts constructed according to the lay-out given by the municipality, they are not in regular lines.

The New Scheme. - (a) Rent Free Tenements.- For the classes of people who are unable to pay rents, it is intended to select suitable sites in about half a dozen places round about the city and its extensions, on which sites measuring 30 feet by 15 feet are to be marked out, with an intervening space of 5 feet between sites. Persons desirous to build houses on these sites are to be

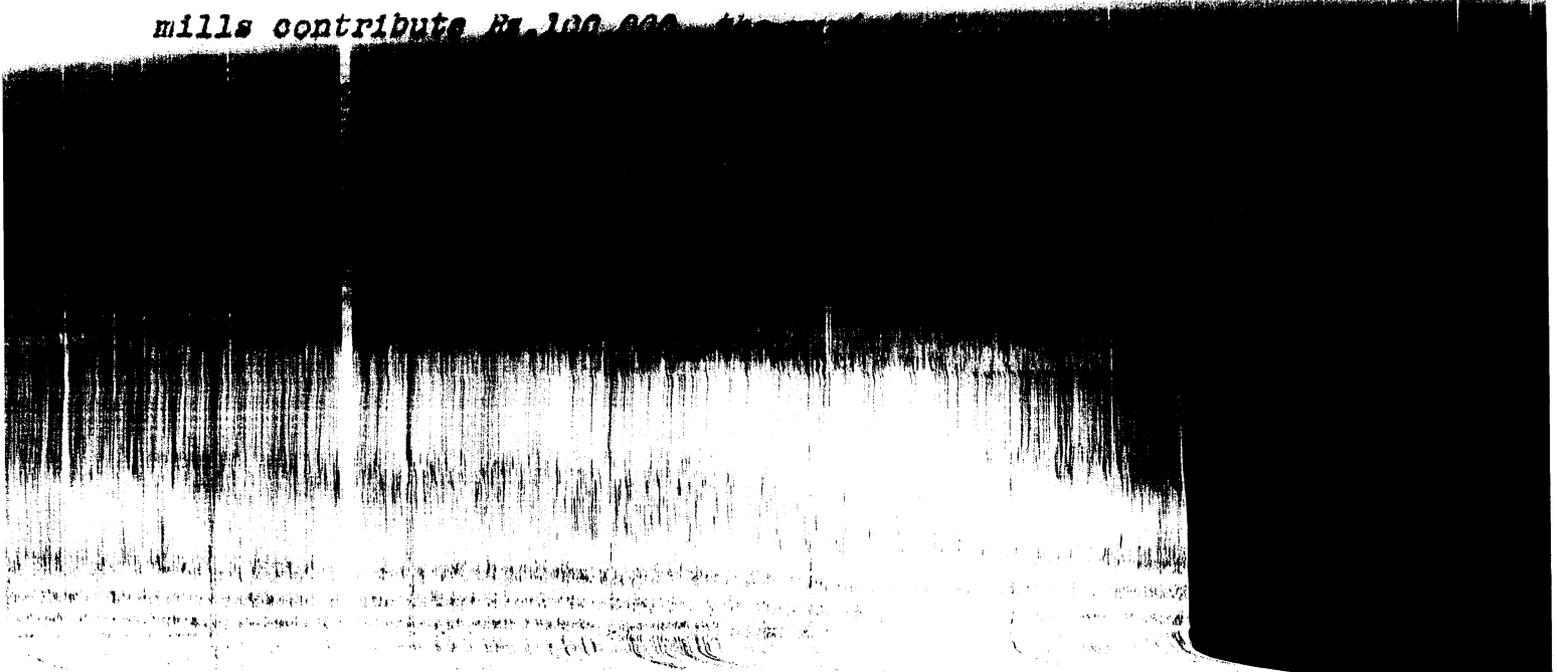
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given land at cheap prices or are to be charged a nominal ground rent alone and they are to be required to build their own houses according to the plans and specifications given by the municipality. The municipality may, in the alternative, assess the houses built for taxes so that the cost of providing lights, taps, roads and drainage may be met at least partly from the ground rent or assessment. In order to keep the locality clean, underground drainage systems are to be provided as far as possible and every block of houses, is to be provided with bath rooms and privies.

(b) Better Class Tenements for Rents. - For

the class of people who are prepared to pay rent, it is proposed to provide six different types of houses, substantial in construction and built in brick and mud with tiles or zinc sheet roofing and with good cement flooring. These houses are to have good drainage system and latrines with bathroom arrangements.

As for financing the scheme, the Commissioner, in view of the fact that the municipality by itself will not be able to finance the whole scheme, has suggested that the mills in Bangalore which employ a large number of people from these areas, can be induced to invest at least ^{Rs.} 50,000 per annum. It is estimated that if the mills contribute Rs. 100,000



Co-operation.

Progress of Co-operation in Bengal, 1929-30.

The annual report on the working of Co-operative Societies in Bengal for the year ended June 30, 1930 states that the year was not a prosperous one and the agriculturists could not earn much owing to the rapidly falling prices of crops, but the labouring classes fared comparatively well, as the wages of skilled and unskilled labour continued to rule high. The economic position of the rural population at the end of the year was therefore not prosperous.

Number of Societies and Working Capital.- The number of societies of all classes rose from 19,877 to 22,532 or by 13.3 per cent against an increase of 9.7 per cent in the preceding year, ~~and~~ and the number of members rose from 706,572 to 750,137 or by 6.1 per cent. The increase in membership was thus not proportionate to the increase in the number of societies. The total working capital rose from Rs. 128.8 millions to Rs 148.3 millions or by 15.1 per cent. The growth of the working capital thus kept pace with the increase in the number of societies. So far as mere figures are concerned, the progress made in Bengal was not less than that in most other provinces in India.

Main Lines of Expansion.- The expansion during the year largely occurred as usual under the head "Agricultural Credit Societies" which still constitute the bulk of the co-operative societies in the province. In the application of co-operative principles towards solving the problems of the rural classes in directions other than credit, many experiments have been made in this province, notably in the direction of agricultural sale societies. Another type of societies which attained remarkable success was anti-malarial and public health societies which promoted in a considerable measure

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the health and welfare of rural areas within their sphere of operations.

Adult Education.- An important part was played by the credit movement in bringing about an improvement in the economic condition of the rural population. The credit societies have effected a marked reduction in the prevailing rates of interests and have thus not only directly benefited their members but have also indirectly benefited the general population. Another direction in which the movement has been doing some good work within its limited power has been in assisting the promotion of education. The recent passing of the Bengal Primary Education Act has therefore been very pleasing to co-operative workers and to the better informed among the members of co-operative societies. Even after the Act comes into operation the problem of adult education and of continuation schools for preventing the lapse of boys into illiteracy will have to be solved and the existing organization for rural credit with central banks and their affiliated societies will probably play an important part in the solution of the problem.

Some Important Defects.- The position of the movement in this province has been recently examined by the Bengal Provincial Banking Enquiry Committee, 1929-30, who have in their report indicated some of the existing difficulties and defects of the movement and have also suggested measures for removing them. The most important defects pointed out by the Committee are: (1) illiteracy of members and their ignorance of co-operative principles; (2) heterogeneous membership; and (3) delay in obtaining loans by primary societies.

(The Statesman, 19-1-1932.)

Co-operation in India: Proposals for Reform.

A joint session of the Standing Committees of the All-India Provincial Co-operative Institutes' Association and the Indian Provincial Co-operative Banks' Association was held at Bombay on the 30th and 31st December 1931 and 1st January 1932. Sir Lallubhai Samaldas, the President of the Institutes' Association presided over the first day's session and Mr. V. Ramadas Pantulu, President of the Banks' Association, presided over the 2nd and 3rd days' sessions. Representatives from almost all the major provinces in British India and from the State of Indore attended the sessions.

The Joint Sessions of the Standing Committees examined the necessity recommendations of the Indian Central Banking Enquiry Committee for placing rural finance and co-operative credit on a sound and efficient footing and for extending their benefits to the agriculturists with a view to adopt such of them as may be found practicable and immediately beneficial. The necessity to effect reforms in the existing system and to give the movement a new orientation, and a more practical direction was felt by the representatives of the Provincial Banks and the Institutes. Their conclusions are embodied in the following resolutions:-

Propaganda and Education.- It was resolved that the All-India Co-operative Institutes' Association be requested to collect and publish all available information regarding the co-operative movement in India, in the shape of a standing publication entitled "Co-operation in India", and that the volume be priced at Rs. 3. It was also decided to request the Indian Institute of Bankers to include Co-operative Banking in the curriculum of studies and syllabus for these examinations and also to request the educational authorities to introduce the study of lessons on co-operation in a suitable manner in the secondary schools. It was agreed to publish an All-India Quarterly Journal of Co-operation under the title of "The Indian Co-operative Review".

Co-operative Credit.- With regard to co-operative credit, the Standing Committee agreed with the Indian Central Banking Enquiry Committee that there is no need for the establishment of an apex

Co-operative Bank for India, and that suitable measures may be taken by the Indian Provincial Co-operative Banks' Association to co-ordinate the activities of the provincial banks and to ensure that such provincial banks as may be in need of financial assistance get it from those which are in a position to render it. In the interests of the further development of Co-operative Banking on sound lines, it is desirable that the provincial banks and their constituent central banks should, as far as possible, follow common financial policies. The agency most suitable for evolving such policies is the conference of the central banks.

Imperial Bank and Co-operative Banks.- It was also agreed to address a suitable communication to the Government of India and the Provincial Governments regarding the present attitude of the Imperial Bank of India in the matter of financial accommodation to the provincial and the central co-operative banks, drawing their special attention to the observations and recommendations of the Indian Central Banking Enquiry Committee on the subject.

Land Mortgage Banks.- The Standing Committees are in general agreement with the recommendations of the Indian Central Banking Enquiry Committee regarding the establishment and working of land mortgage banks; but before establishing them in provinces where they do not exist, careful investigations must be made by co-operators whether conditions for their successful working exist or will be forthcoming.

The system of Provincial Co-operative Banks floating long term debentures and financing primary land mortgage banks is not sound, being attended with risks, and should, where it exists, be abandoned, and a separate provincial land mortgage corporation established as soon as possible to finance the primary land mortgage banks.

The practice of land mortgage banks advancing substantial loans for a maximum period of only ten years which now obtains in the Punjab and Madras is co-operatively and financially unsound, and the maximum period of the loans should be extended to at least 20 years as soon as financial conditions permit it.

Undue emphasis on advancing loans for the discharge of prior debts does not conduce to the proper working of the land mortgage banks; debt redemption, unless linked up with some scheme of debt conciliation in which the indebted members can be induced to repay a portion of the debt will not be a business proposition. The economic benefit derived by agriculturists from the land mortgage banks merely concentrating on loans for discharge of prior indebtedness will not be appreciable.

Long term loans for the substantial improvement of lands will prove beneficial and should also be encouraged by the land mortgage banks.

Co-operative Marketing.- The Standing Committees request the Provincial Banks and the Provincial Institutes to subject the recommendations of the Indian Central Banking & Enquiry Committee regarding co-operative marketing of agricultural produce to a careful examination in the light of the peculiar conditions and facilities of each province and to take prompt steps to develop schemes of Co-operative Marketing suitable to the localities concerned.

Co-operative Study Tours.- The Standing Committees are of opinion that inter-provincial study tours by co-operators will prove beneficial for the development of the movement on right lines and request provincial banks and institutions to make arrangements to depute some of their members on such study tours ~~a~~ somewhat on the lines recommended by the Indian Central Banking Enquiry Committee, in connection with co-operative education and training.

(The Hindu, 8-1-1932)

Women and Children.

Women's Labour Conference: Postponed^{ment} to September 1932.

At page 58 of the Report of this Office for December 1931 reference was made to a special conference of the National Council of Women in India which was to be held in February 1932 in connection with the Biennial Conference of the Council to discuss the outstanding problems of industry in so far as they affect women ~~in~~ and children. A press announcement issued on 20-1-1932 by the General Secretary of the National Council of Women in India states that owing to the unsettled conditions in India, it has been decided ~~in~~ by the Central Executive Committee of National Council of Women, Bombay, that the Biennial Conference and the Labour Conference which they had planned to hold in Bombay in February must for the present be postponed. It is hoped it may be possible to hold these Conferences in August or September. (The Hindu, 20-1-1932)

Education.

Vernacular Education Act, 1931, Baroda:

Minimum School Leaving Age to be 14.

Having repealed the Baroda Educational Department Act and all notifications issued hitherto, His Highness the Maharaja Sayajirao Gaekwar has enacted a new Act called the Vernacular Education Act which has come into operation since December 24, 1931.

The Act provides that all children of school-going age, which means a boy who has completed his 7th year but not the 14th, and a girl who has completed her 7th year but not the 12th, shall attend either the nearest Government school or a private institution which is recognized by the Government, failing which the parents shall be liable to pay the penalty fixed under the Act.

~~The aim of primary~~ All the educational institutions, including the libraries, orphanages, reformatories, gymnasia and ~~the~~ madrassahs (Muslim Schools) have been placed by the Act under the direct supervision and control of the Commissioner of Education of the State who has been held responsible for the educational progress of the State's subjects. It has been incumbent upon all parents in the State to give education up to standard 4 in vernacular schools to their children, failing which the Compulsory Education Act would be applicable to them.

The Government have decided to supply free of charge study requisites to poor children of school-going age of about 38 backward communities of the State, as also to children of the untouchables community. His Highness the Maharaja has earmarked a sum of Rs. 200,000 in 3½ per cent promissory notes for the translation of the best books into the vernacular with a view to furthering the intellectual advancement of the State. (The Statesman, 1-1-1932).

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Maritime Affairs.

Asiatic Seamen and U. S. A. Ports:

Protest against U.S.Bill to Prevent Entry.

The Leader, Allahabad of 27-1-32 publishes the following cable dated 24-1-32 from Washington, U.S.A.

A protest is reported to have been lodged with United States State Department by the British Ambassador at Washington against a bill recently introduced in the United States Senate authorising officials to board ships entering the United States' ports and remove or deport seamen of races ineligible for United States citizenship. The bill is designed to prevent the entry of seamen, especially Asiatics, who escape from ships. The British Ambassador pointed out that the bill would debar British lines from employing as seamen even natives of some British colonies or Indian lascars and conveyed the impression of being directed specially against the British empire.

(The Leader, 27-1-32).

Madras Port Trust Workers' Union: Protest Against Retrenchment

A meeting of the Madras Port Trust Workers' Union was held on 19-1-32 at Madras, Mr. M.S.Kotiswaran, President of the Union presiding. The following two resolutions were adopted (1) that a memorial should be sent to the Port Trust authorities putting forth the means of averting retrenchment; (2) regretting that the Government of Madras have not so far taken any step to amend the Port

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Trust Act in order to give labour representation on the Port Trust Board. The meeting welcomed Messrs. B.Shiva Rao, and V.V.Giri, the labour delegates from Madras to the Indian Round Table Conference, who also addressed the workmen.

Mr. Kotiswaran explained how within the last two years nearly 1,200 workmen on the Madras Port Trust had been sent away from one or other of the departments on the plea of insufficient work. Men who had put in service from six to seven years and in some cases for a greater number of years as for instance in the Gang Cooly Department had been sent away. When this was pointed out to the Chairman of the Port Trust, the latter promised to reconsider specific cases when brought to his notice. In these hard days the authorities must show some consideration for the poor workmen and seek measures of reducing expenditure by means other than that of sending away the workmen. The Union was ~~doing~~ doing what it could to make proper representations to the authorities and he hoped that the latter would sympathetically view those representations.

(The Hindu , 20-1-32).

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Migration.
Cape Town Conference, 1932.

References were made in ~~the~~ earlier reports of this Office to a Round Table Conference to be held at Capetown during January 1932 composed of representatives of the Indian and South African Government to review the working of the Cape Town Agreement of 1927. (vide pages 68-69 of the March 1931 Report and pages 61-62 of the November 1931 Report of this Office). The Conference was formerly opened on 12-1-32 by General Hertzog, who made a strong plea to the members for ensuring the success of the Conference by imbuing its deliberations with the same spirit as had marked ^{deliberations} ~~those~~ of the Conference of 1927. (The Hindu, 14-1-1932).

According to a cable from the Durban Correspondent of the Times of India republished in the Hindu of 26-1-1932, there is little possibility of a compromise being arrived at on the Asiatic Land Tenure Bill. The message also states that it has been suggested that each side should appoint a Committee of Enquiry to further investigate the various questions that the Conference has been called to consider, and that the Conference should meet again a year hence in 1933 to settle matters finally.

The South African Indian Congress, in a memorandum to the Indian Delegation, urged the complete withdrawal of the Land Tenure Bill and the abandonment of the assisted emigration scheme and also claimed an extension of franchise with municipal and parliamentary privileges to Indians in Natal and Transvaal.

(The Hindu, 15-1-1932.)

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for February 1932.

(ILO)

C 1903/39

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References to the I.L.O.

The Statesman of 25-2-1932 and the Hindustan Times of 26-2-1932 publish short summaries of the discussions that took place in the Legislative Assembly on 24-2-1932 on the resolution of Sir Joseph Bhore re. the Geneva Conventions on Hours of Work in Coal Mines. (Extracts from the discussions in the Legislative Assembly and the Council of State are given at pages 5 — 9 of the present report.

... ..

An Associated Press of India message dated 15-2-1932 to the effect that India's delegation to the International Labour Conference this year is to consist of Sir B.N. Mitra, High Commissioner, and Sir A.C. Chatterjee, representing the Government of India, Mr. R.K. Shanmukham Chetty, representing the employers, and Diwan Chaman Lall representing Labour, and that there are to be no advisers deputed this year as a measure of economy, has been published by the Hindu of 16-2-1932, the Times of India of 17-2-1932 and the Hindustan Times of 17-2-1932. The Leader, Allahabad, of 20-2-1932 publishes an editorial article on the subject under the caption: "India's delegation to the Labour Conference". The article, after commenting favourably on the personnel of the delegation for this year's conference, criticises the Government for trying to effect economies by sending no advisers along with the delegates. The paper points out that such parsimony is not justified when the Government do not grudge "hundreds of thousands of rupees to provide first-class return passages to members of the services and their families yearning for "home" and to give effect to the other costly recommendations of the Lee Commission, in spite of the fact that a Committee appointed

A communique issued by this Office on the Blue Report on the Age of Admission of Children to Employment in non-industrial occupations was published by the Hindustan Times of 21-2-1932 and the Federated India of 24-2-1932, (Vol. VI, No.8). Copies of the communique have been sent to Geneva with this Office's Minute No. H 2/353/32, dated 16/18-2-1932.

... ..

The Federated India of 3-2-1932 of 3-2-1932 (Vol.VI, No.5) reproduces at pages 7-8 all the news items included in the November 1931 issue of the Monthly Summary of the I.L.O.

... ..

The Hindustan Times of 15-2-1932 publishes a long summary of a lecture delivered at the Y.M.C.A., New Delhi, by Mr. K.E. Matthew, M.A., on 13-2-1932 on "Social Democracy". In the course of the lecture, extensive references were made to those aspects of the work of the I.L.O. which are designed to invest the worker with the qualities of intelligent citizenship and thus contribute materially to the hastening of "social democracy".

... ..

The February 1932 issue of the B.B. and C.I. Railwayman, (Vol.3, Nos. 6 and 7) publishes at page 9 a short news item announcing the date of the opening and the agenda of the 16th session of the International Labour Conference.

... ..

The February 1932 issue of the Labour Gazette, Bombay, (Vol.XI, No.6) reproduces at pages 550-551, the Note on the unemployment situation published at pages 46-47 of "Industrial and Labour Information of 18-1-1932 (Vol. ~~XLI~~ XLI, No.3).

... ..

The February 1932 issue of "Labour Gazette", Bombay, (Vol. XI, No. 6) publishes at pages 567-568 a long review of the recent report issued by the I.L.O. on "An International Enquiry into Cost of Living".

... ..

India and Convention re Hours of Work in Coal Mines.

Possibilities of Reduction to be examined by Governor-

General in Council.

The Legislative Assembly took up for discussion on 24-2-1932 the following resolution moved by the Honourable Sir Joseph Bhore (Member for Industries and Labour):-

"This Assembly, having considered the Draft Convention limiting hours of work in coal mines adopted at the 15th session of the International Labour Conference, recommends to the Governor General in Council that he should examine the possibility of reducing the statutory limits for hours of work in mines and that the results of this examination should be placed before this Assembly".

In moving the resolution, Sir Joseph Bhore gave a brief review of the history of the Convention and said:

"I may remind the House that this question of hours of employment in coal mines has been considered by two authorities in this country, namely, a Select Committee of this House and the Royal Commission on Labour. The Select Committee of this Assembly by a majority recommended, when the amending Act of 1928 was under consideration, that after that Act had been in force for three years and some experience of its working had been gained, enquiries should be made to see whether the eight-hour shift could then be introduced. That period of three years will expire in April 1933. The Royal Commission on Labour by a majority endorsed this recommendation, and the majority also made a recommendation that the weekly limit for surface workers should be reduced from 60 hours to 54 hours, which is the underground limit. The Convention goes far beyond this and adopts a $7\frac{3}{4}$ hour day. The Royal Commission on Labour gave expression to the opinion that conditions at present were inopportune for the adoption straightaway of so drastic a change as the eight hours shift. The Resolution, as now framed, will permit of a re-examination of the whole question in accordance with the recommendation of the majority of the Select Committee of this House, as endorsed by the Royal Commission on Labour, and it will also enable us to consider the connected recommendations made by the Royal Commission on Labour. Sir, I move:

Mr. President.- The Resolution proposed runs:

"This Assembly, having considered the Draft Convention limiting hours of work in coal mines adopted at the 15th Session of the International Labour Conference, recommends to the Governor General in Council that he should examine the possibility of reducing the statutory limits for hours of work in mines and that the results of this examination should be placed before this Assembly".

Mr. N.M. Joshi (Nominated Non-Official): "Sir, I move that at

the end of the Resolution the following be added:

"at its next session."

"Sir, the meaning of my amendment is that the Government of India should place the results of the examination of this question before the Simla session of the Assembly. Sir, as the Honourable Member has already explained, this Convention was passed at the last session of the International Labour Conference. The Convention provides that the hours of work should be $7\frac{3}{4}$ hours per day. In India, as the Honourable Member has explained, the hours of work for underground workers are 54 hours a week, and 12 hours a day, and for surface workers 60 hours a week. I feel that these hours of work are too long. There is no difficulty, in my humble judgment in reducing them. Three members of the Royal Commission, including a distinguished representative of British Labour, I mean my friend Mr. John Cliffe, who rendered a great service and a very distinguished service to the workers of India by his self-sacrificing and noble work on this Commission as its member, ~~Mr. John Cliffe~~, Mr. Chaman Lall and myself expressed the view in the Report of the Royal Commission that it is necessary that the hours of work in Indian mines should be reduced to 48 hours a week and 8 hours a day. In ~~the~~ the first place under the present circumstances when a man according to the law could work for 24 hours a day and for six days a week, the only limitation placed upon them is that no worker should work for more than 12 hours a day and 54 hours a week, and it becomes difficult, as the Chief Inspector of Mines ~~has~~ admitted, to check the number of hours ~~worked~~ worked by each miner within a week. He admits that when a man could work 24 hours a day and 6 days a week, it is very difficult to check the hours worked by each miner. It is for this reason necessary that when you have got 54 hours a week, the number of hours for each shift should also be reduced; at least the hours of work for each shift should not be more than nine hours. It was argued in the Select Committee, which considered the hours of work in mines, that if you reduce the hours of work of the miners, the wages will also be considerably reduced. We felt that there was not much force in this argument. In India, even at the present moment, there are several mines which have been working for a much less number of hours than are allowed by legislation. There are mines which work ten hours a day; there are mines which work on a shift of nine hours, there are mines which work with a shift of 8 hours a day, and it has not been shown that wages in those mines where longer hours are worked are higher than the wages in those mines where shorter hours are worked.

"Therefore there is not much fear of the wages going down if the hours of work are reduced. We therefore felt the hours of work should be reduced to 48 hours a week and $8\frac{3}{4}$ hours a day. Now, the Convention is asking that the hours should be $7\frac{3}{4}$. The difference between the proposal which we made in the Report of the Royal Commission and the proposal of the Convention is very small. I therefore feel that there should be no difficulty in our accepting the Convention and ratifying it. But, as the Government are willing to examine this question, I do not press that they should bind themselves today to ratify the Convention. I shall be quite satisfied if they will examine the question without loss of time. I feel that, although the Select Committee which ~~had~~ considered this question recommended that the question should be examined after three years, ~~the~~ the Honourable Member will admit that it is now nearly two years out of those three years, and as a matter of fact it is more than three years, I may say it is nearly four years

since the Bill was passed, and I feel that sufficient time has now elapsed to take up the question of examination and arrive at a decision, without much loss of time. It may be true that when the Select Committee met four years ago, they might have thought that the period necessary for experience should be three years, but in India as we all know things move much quicker than we sometimes anticipate and expect. I therefore feel that the ~~xxx~~ experience of two years is quite sufficient for Governments to come to a conclusion about this question. I therefore hope that Government will not delay the examination and will place the result of their examination before the next session of the Assembly, namely, the Simla session of the Assembly. I hope my amendment will be accepted."

Mr. President: Amendment proposed:

"That at the end of the Resolution, the following be added:
'at its next session'".

Mr. Abdul Matin Chaudhury: "Sir, it is a little gratifying to note that Government have given up their usual custom of moving that the Convention be not ratified and have now taken to examining the Convention. It is some improvement, and we are thankful for this little mercy: I only hope that this change from non-ratification to examination will not mean that, instead of putting it into the waste-paper basket they will be putting it on the shelf. This Convention provides that in no mine should the hours spent underground exceed $7\frac{3}{4}$ hours. In most of the European countries the statutory maximum for underground work is 8 hours. In China and Japan it is 10 hours, in India it is 12. The British Government recommended to the Conference that the hours should be reduced to $7\frac{1}{2}$. The Netherlands Government also supported them. The Government of Germany, France and Italy recommended that the hours of work should be $7\frac{3}{4}$; France recommended that it should be 8 and the workers all demanded that the hours of work should be 7. The Conference adopted $7\frac{3}{4}$. Now, Sir, the position with regard to India is this. Honourable Members are aware that the statutory maximum here is 12 hours. Mr. Lang, the officiating Chief Inspector of Mines, in the memorandum that he submitted to the Royal Commission on Labour, said that the number of hours worked in underground mines varies from 8 to 12 daily, and 54 hours weekly. The Royal Commission went very carefully into the matter. Government had the benefit of the deliberations of the Royal Commission on Labour; they have got the benefit of the discussions of the question in two successive sessions of the International Labour Conference. They had plenty of time to think over the matter because though, as Sir Joseph Bhore pointed out in the agenda of the 14th session the question was confined only to European countries, the agenda of the 15th session reached the Government of India in November 1930. Plenty of time has elapsed to think over the matter, and I think it is quite reasonable that they should accept Mr. Joshi's proposal to bring forward an amendment of the Act in the Simla session."

The Honourable Sir Joseph Bhore.- "Sir, I do not propose to follow the Honourable Members who have preceded me into a discussion of the merits of the question involved. That question must come up for consideration in connection with the later stages of the discussion which must follow from this Resolution. We are now only concerned with the question of time, the time before which the results of the inquiry should be placed before the House. In regard to that, Sir, I should have thought that even from the point of view of my Honourable

friend, Mr. Joshi, he would have realised that nothing is to be gained by hurrying a consideration of this question. I personally am of opinion that a consideration of the somewhat drastic changes involved in the Convention could not be undertaken at a time more inopportune than the present when trade, commerce and industry are in so depressed a condition. Further, I think my Honourable friend Mr. Joshi in referring to the view of the three members, who were in a minority, paid very little attention to the very specific recommendations on this point made by the majority of the Royal Commission. I need not take up the time of the House with reading in full what the majority said. The House will find this on page 125 of the Royal Commission's Report. I need only perhaps give one or two short quotations. What the majority said was this:

'For reasons given in their report the Committee' (i.e., the Select Committee of the Legislative Assembly) 'decided to adhere to the 12-hour shift, recommending to Government that after the Act had been in force for three years the situation should again be examined to see whether an 8-hour shift could then be introduced. As the three years do not commence to run till April, 1930, we have had no opportunity of seeing the Act in operation and it is not possible, therefore, to say that the considerations which led the Committee to suggest an experimental period have lost their force'.

They go on finally in this paragraph to say:

'While we are not prepared to say that compelling the industry to depend on this class of miners who will live near their collieries and work regularly will ultimately prove a disadvantage, we do not think that the present is the best time for a definite step in this direction. On all grounds, therefore, we endorse the recommendation of the Select Committee'.

Now, Sir, I do not commit myself definitely to the position that there will be no inquiry until after April 1933. I only wish not to tie myself to any particular date, especially a date which will involve an immediate inquiry; but I will give the House this assurance, that we will allow no unnecessary or avoidable delay to occur in this matter, and I hope my Honourable ~~fr~~ friend Mr. Joshi will accept it. If he is not prepared to accept this assurance, I am afraid I must oppose his amendment."

Mr. President.- The question is:

"That at the end of the Resolution, the following be added:
'at its next session'".

The motion was negatived.

Mr. President.- The question is:

"That this Assembly, having considered the Draft Convention limiting hours of work in coal mines adopted at the 15th Session of the International Labour Conference, recommends to the Governor General in Council that he should examine the possibility of reducing the statutory limits for hours of work in mines and that the results of this examination should be placed before this Assembly".

The motion was adopted.

(Extracted from the Legislative Assembly Debates of 24-2-1932, Vol. II, No. 4, pages 1177-1181).

Council of State and the
Convention re. Hours of Work in Coal Mines.

An identical resolution as the one moved on 24-2-1932 in the Legislative Assembly on the Convention re. Hours of Work in Coal Mines was moved by the Honourable Mr. J.A. Shillidy (Industries and Labour Secretary) in the Council of State on 2-3-1932. In the course of the discussions that took place on the resolution, the Honourable Rai Bahadur Lala Ram Saran Das, an elected member asked for information as to how, in the event of ratification of the Convention by this country, India would stand in competition with other countries whose coal competes with India. The Honourable Member was assured by the Chairman that as the Government were proposing a full examination, the answer to the issues raised would be found in the report on the subject that would be prepared by the Government. The resolution was then adopted.

(Summarised from the Council of State Debates of 2-3-1932, Vol. I, No. 5, pages 131-132).

National Labour Legislation.

✓ Workmen's Compensation (Amendment) Bill, 1932.

The following Official Bill was introduced in the Legislative Assembly on the 17th February, 1932:-

L. A. Bill No. 9 of 1932.

A Bill further to amend the Workmen's Compensation Act, 1923.

III of 1923. Whereas it is expedient further to amend the Workmen's Compensation Act, 1923; It is hereby enacted as follows:-

1. This Act may be called the Workmen's Compensation (Amendment) Act, 1932.
Short title.

III of 1923. 2. In section 2 of the Workmen's Compensation Act, 1923 Amendment of section 2, Act VIII of 1923. (hereinafter referred to as the said Act), -

(a) in sub-section (1), -

(i) in clause (d), after the word "unmarried", in both places where it occurs, the words "or widowed" shall be inserted,

(ii) in clause (j), for the words "three hundred" the word "fifty" shall be substituted, and the words ", or any inland steam-vessel as defined in section 2 of the Inland Steam Vessels Act, 1917, of a registered tonnage of not less than one hundred tons" shall be omitted, and

(iii) in sub-clause (ii) of clause (n), the words ", either by way of manual labour or" shall be omitted;

(b) for sub-section (3), the following sub-section shall be substituted, namely:-

"(3) The Governor General in Council, after giving, by notification in the Gazette of India, not less than three months' notice of his intention so to do, may, by a like notification, add to Schedule II persons or any class of persons employed in any occupation which he is satisfied is a hazardous occupation, and the provisions of this Act shall thereupon apply to such persons or classes of persons:

Provided that in making such addition the Governor

General in Council may direct that the provisions of this Act shall apply to such persons or classes of persons in respect of specified injuries only."

3. In section 3 of the said Act, -

Amendment of section
3, Act VIII of 1923

(a) in sub-section (1), -

(i) in proviso (a), for the word "ten" the word "seven" shall be substituted, and

(ii) in proviso (b), for the words "injury to a workman resulting from" the words "injury, not resulting in death, caused by" shall be substituted; and

(b) in sub-section (4), the words "solely and" shall be omitted.

4. For sub-section (1) of section 4 of the said Act, the following sub-section shall be substituted, namely:-
Amendment of section 4, Act VIII of 1923.

" (1) Subject to the provisions of this Act, the amount of compensation shall be as follows, namely:-
Amount of compensation.

A. Where death results from the injury -

(i) in the case of an adult in receipt of monthly wages falling within limits shown in the first column of Schedule IV - the amount shown against such limits in the second column thereof, and

(ii) in the case of a minor - two hundred rupees;

B. Where permanent total disablement results from the injury -

(i) in the case of an adult in receipt of monthly wages falling within limits shown in the first column of Schedule VI - the amount shown against such limits in the third column thereof, and

(ii) in the case of a minor in receipt of monthly wages falling within limits shown in the first column of Schedule IV - the amount shown against such limits in the fourth column thereof;

C. Where permanent partial disablement results from the injury -

(i) in the case of an injury specified in Schedule I, such percentage of the compensation which would have been payable in the case of permanent total disablement as is specified therein as being the percentage of the loss of earning capacity caused by that injury, and

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- (ii) in the case of an injury not specified in Schedule I, such percentage of the compensation payable in the case of permanent total disablement as is proportionate to the loss of earning capacity permanently caused by the injury;

Explanation. - Where more injuries than one are caused by the same accident, the amount of compensation payable under this head shall be aggregated but not so in any case as to exceed the amount which would have been payable if permanent total disablement had resulted from the injuries;

D. Where temporary disablement, whether total or partial, results from the injury, a half-monthly payment payable on the sixteenth day after the expiry of a waiting period of seven days from the date of the disablement, and thereafter half-monthly during the disablement or during a period of five years, whichever period is shorter, -

- (i) in the case of an adult in receipt of monthly wages falling ~~xxxx~~ within limits shown in the first column of Schedule IV - of the sum shown against such limits in the fourth column thereof and
- (ii) in the case of a minor - of one-half of his monthly wages, subject to a maximum of thirty rupees:

Provided that -

- (a) there shall be deducted from any lump sum or half-monthly payments to which the workman is ~~entitled~~ entitled the amount of any payment or allowance which the workman has received from the employer by way of compensation during the period of disablement prior to the receipt of such lump sum or of the first half-monthly payment, as the case may be ; and
- (b) no half-monthly payment shall in any case exceed the amount, if any, by which half the amount of the monthly wages of the workman before the accident exceeds half the amount of such wages which he is earning after the accident."

5. In section 5 of the said Act, -

Amendment of section 5,
Act VIII of 1923.

- (a) in sub-section (1), -
 - (i) for the word and figure "section 4" the words " this Act" shall be substituted,
 - (ii) after clause (a) the following clause shall be inserted, namely:-
 - "(b) where the whole of the continuous period of service ~~xxxx~~

immediately preceding the accident during which the workman was in the service of the employer who is liable to pay the compensation was less than one month, the monthly wages of the workman shall be deemed to be the average monthly amount which, during the twelve months immediately preceding the accident, was being earned by a workman employed on the same work by the same employer, or, if there was no workman so employed, by a workman employed on similar work in the same locality,"

(iii) clause (b) shall be re-lettered as clause (c), and

(iv) the proviso shall be omitted; and

(b) sub-section (2) shall be omitted.

6. In section 8 of the said Act, -

Amendment of section
8, Act VIII of 1923.

(a) for the proviso to sub-section (1) the following shall be substituted, namely:-

"Provided that, in the case of a deceased workman, an employer may make to any dependant advances on account of compensation not exceeding an aggregate of hne hundred rupees, and so much of such aggregate as does not exceed the compensation payable to that dependant shall be deducted by the Commissioner from such compensation and repaid to the employer". ; and

(b) in sub-section (4), -

(i) for the words " may deduct" the words "shall deduct" shall be substituted, and

(ii) for the words "fifty rupees or so much of that cost or of fifty rupees, whichever is less, as has not already been advanced by the employer on account of such expenses" the words "twenty-five rupees" shall be substituted.

7. In section 10 of the said Act, -

Amendment of section
10, Act VIII of 1923.

(a) in sub-section (1), after the first proviso the following proviso shall be inserted, namely:-

"Provided further that the want of or any defect or irregularity in a notice shall not be a bar to the maintenance of proceedings -

(a) if the claim is made in respect of the death of a workman resulting from an accident which occurred on the premises of the employer, or at any place where the workman at the time of the accident was working under the control

of the employer or of any person employed by him, and the workman died on such premises or at such place, or on any premises belonging to the employer, or died without having left the vicinity of the premises or place where the accident occurred, or

(b) if the employer had knowledge of the accident from any other source at or about the time when it occurred?"; and

(b) for sub-section (3) the following sub-sections shall be substituted, namely:-

"(3) The Local Government may require that any prescribed class of employers shall maintain at their premises at which workmen are employed a notice book, in the prescribed form, which shall be readily accessible at all reasonable times to any injured workman employed on the premises and to any person acting bona fide on his behalf.

(4) A notice under this section may be served by delivering it at, or sending it by registered post addressed to, the residence or any office or place of business of the person on whom it is to be served, or, where a notice book is maintained, by entry in the notice book".

8. After section 10 of the said Act the following sections shall

Insertion of new
sections 10A & 10B in be inserted, namely:-
Act VIII of 1923.

"10A. (1) Where a Commissioner receives information from any source that a workman has died as a result of an accident arising out of and in the course of his employment, he may send by registered post a notice to the workman's employer requiring him to submit within ten days of the service of the notice, a statement, in the prescribed form, giving the circumstances attending the death of the workman, and indicating whether in the opinion of the employer, he is or is not liable to deposit compensation on account of the death.

(2) If the employer is of opinion that he is liable to deposit compensation, he shall make the deposit within ten days of the service of the notice.

(3) If the employer is of opinion that he is not liable to deposit compensation, he shall in his statement indicate the grounds on which he disclaims liability.

(4) Where the employer has so disclaimed liability, the Commissioner, after such inquiry as he may think fit, may inform any of the dependants of the deceased workman that it is open to the dependants to prefer a claim

for compensation, and may give them such other further information as he may think fit.

10B.(1) Where, by any law for the time being in force, Reports of fatal accidents. notice is required to be given to any authority, by or on behalf of an employer, of any accident resulting in death which occurs on his premises, the person required to give the notice shall, within seven days of the accident, send a report to the Commissioner giving the circumstances attending the death.

(2) The Local Government may, by notification in the local official Gazette, extend the provisions of sub-section (1) to any class of premises other than those coming within the scope of that sub-section, and may, by such notification, specify the persons who shall send the report to the Commissioner."

9. In sub-section (2) of section 12 of the said Act, after the words " the contractor" the words ", or any other person from whom the workman could have recovered compensation", shall be inserted.

10. In Chapter II and after section 18 of the said Act, the following section shall be inserted, namely:-

"18A. Whoever ~~is~~

Penalties.

- (a) fails to maintain a notice-book which he is required to maintain under sub-section (3) of section 10, or
- (b) fails to send to the Commissioner a statement which he is required to send under sub-section (1) of section 10A, or
- (c) fails to send to the Commissioner a report of an accident which he is required to send under section 10B, or
- (d) fails to make any return which he is required to make under section 16,

shall be punishable with fine which may extend to one hundred rupees."

11. In sub-section (1) of section 19 of the said Act, for the words "the Commissioner" the words "a Commissioner" shall be substituted.

12. In section 20 of the said Act, -

Amendment of section 20,
Act VIII of 1923.

- (a) after sub-section (1) the following sub-section shall be inserted, namely:-

"(2) Where more than one Commissioner has been appointed for any local area, the Local Government may, by general or special order, regulate the distribution of business between them"; and

- (b) sub-section (2) and (3) shall be renumbered as sub-sections (3) and (4).

13. In section 21 of the said Act, -

Amendment of section 21,
Act VIII of 1923.

- (a) in sub-section (1), for the words "the Commissioner", in both places where they occur, the words " a Commissioner" shall be substituted, and
- (b) after sub-section (4) the following sub-section shall be inserted, namely:-

"(5) The Local Government may transfer any matter from any Commissioner appointed by it to any other Commissioner ~~by~~ appointed by it."

14. In section 22 of the said Act, -

Amendment of section 22,
Act VIII of 1923-

- (a) in sub-section (1) after the word " Commissioner", the words ", other than an application by a dependant or dependants for compensation," shall be inserted; and
- (b) in sub-section (2), -
- (i) for the words " Where any such question has arisen, the application" the words "An application to a Commissioner" shall be substituted, and
- (ii) in clause (d), after the brackets and letter"(d)", the words "except in the case of an application by dependants for compensation," shall be inserted.

15. After section 22 of the said Act, the following section shall be inserted, namely:-

Insertion of new section
22A in Act VIII of 1923.

"22A. (1) Where any sum has been deposited by an employer as compensation payable in respect of a workman whose injury has resulted in Power of Commissioner to require further deposit in cases of fatal accident.

death, and in the opinion of the Commissioner such sum is insufficient, the Commissioner may, by notice in writing stating his reasons, call upon the employer to show cause why he should not make a further deposit within such time as may be stated in the notice.

- (2) If the employer fails to show cause to the satisfaction of the Commissioner, the Commissioner may make an award determining the total amount payable, and requiring the employer to deposit the deficiency."

16. To sub-section (1) of section 30 of the said Act, after the existing provisos, the following further proviso shall be added, namely:-
Amendment of section 30, Act VIII of 1923.

"Provided further that no appeal by an employer under clause (a) shall lie unless the memorandum of appeal is accompanied by a certificate by the Commissioner to the effect that the appellant has deposited with him not less than one-tenth of the amount payable under the order appealed against or one hundred rupees, whichever is less."

17. After section 30 of the said Act the following section shall be inserted, namely:-
Insertion of new section 30A in Act VIII of 1923.

"30A. Where an employer makes an appeal under clause (a) of sub-section (1) of section 30, the Commissioner may, and if so directed by the High Court shall, pending the decision of the appeal, withhold payment of any sum in deposit with him :

Provided that the Commissioner may distribute, in such manner as he may think fit, out of any sum in deposit with him, a sum not exceeding one-tenth of the sum payable under his order, or one hundred rupees, whichever is less, among persons entitled under his order to receive compensation who, in his opinion, are unable to support themselves, and in the event of the appeal being successful such sum shall not be recoverable by the employer."

18. In section 33 of the said Act, -
Amendment of section 33, Act VIII of 1923.

- (1) in clause (c), the word "and", in the second place where it occurs, shall be omitted;
- (11) after clause (c) the following clauses shall be inserted, namely:-

"(d) for prescribing the classes of employers who shall main-

tain notice-books under sub-section (3) of section 10, and the form of such notice-books;

(e) for prescribing the form of statement to be submitted by employers under section 10A; and"; and

(iii) clause (d) shall be relettered as clause (f).

19. After section 34 of the said Act, the following section shall be inserted, namely:-
Insertion of new section 35 in Act VIII of 1923.

"35. Where the Governor General in Council has entered into an arrangement with any part of His Majesty's Dominions whereby sums awarded under this Act may be transferred to and administered by a competent authority in such part and sums awarded under the law relating to workmen's compensation in such part may be transferred to and administered by a competent authority in British India, the Governor General in Council may, by notification in the Gazette of India, make rules in pursuance of such arrangement -

- (a) for the transfer to such part of money paid to a Commissioner under this Act, which is money applicable for the benefit of any person residing or about to reside in such part, and
- (b) for the receipt and administration in British India of any money awarded under the law relating to workmen's compensation in such part, which has been transferred to British India, and is money applicable for the benefit of any person residing or about to reside in British India."

20. In Schedule II to the said Act, for clauses (i) to (xiii), the following clauses and explanation shall be substituted, namely:-
Amendment of Schedule II, Act VIII of 1923.

- "(i) employed, otherwise than in a clerical capacity or on a railway, in connection with the operation or maintenance of mechanically propelled vehicles used for the carriage of passengers for hire, or for industrial or commercial purposes; or
- (ii) employed, otherwise than in a clerical capacity, in any premises wherein, or within the precincts whereof, on any one day of the preceding twelve months, ten or more persons have been employed in any manufacturing process, as defined in clause (4) of section 2 of the Indian Factories Act, 1911, or in any kind of work whatsoever incidental to or connected with any such manufacturing process or with the article made, and steam, water or other mechanical power or electrical power is used; or

(iii) employed, otherwise than in a clerical capacity, in any premises wherein, or within the precincts whereof, on any one day of the preceding twelve months, fifty or more persons have been employed in any manufacturing process, as defined in clause (4) of section 2 of the Indian Factories Act, 1911, or in any kind of work whatsoever incidental to or connected with any such manufacturing process or with the article made; or

11 of 1911.

(iv) employed, in any mine as defined in clause (f) of section 3 of the Indian Mines Act, 1923, in any mining operation, or in any kind of work, other than clerical work, incidental to or connected with any mining operation or with the mineral obtained, or in any kind of work whatsoever below ground;

V of 1923

Provided that any excavation in which on no day of the preceding twelve months more than fifty persons ~~have~~ ^{employed or who have been} have been used, and whose depth from its highest to its lowest point does not exceed twenty feet shall be deemed not to be a mine for the purpose of this clause; or

(v) employed as the master of a registered ship or as a seaman; or

(vi) employed for the purpose of loading, unloading, fuelling, constructing, repairing, demolishing, cleaning or painting any ship of which he is not the master or a member of the crew, or in the handling or transport on land within the limits of any port subject to the Indian Ports Act, 1908, of goods which have been discharged from or are to be loaded into any vessel; or

V of 1908

(vii) employed in the construction, repair or demolition of -

(a) any building which is designed to be or is or has been more than one storey in height above the ground or twenty feet or more from the ground level to the apex of the roof, or

(b) any dam or embankment which is twenty feet or more in height from its lowest to its highest point, or

(c) any canal, pipe line, public road, public bridge, aerial ropeway or tunnel; or

(viii) employed in setting up, repairing, maintaining, or taking down any telegraph or telephone line or post or any over-head electric line or cable or post or standard for the same; or

(ix) employed in the construction, repair, inspection, upkeep or demolition of any underground sewer; or

(x) employed in the service of any fire brigade; or

- V of 1890
- (xi) employed upon a railway as defined in clause (4) of section 3, and sub-section (1) of section 148 of the Indian Railways Act, 1890, by a person fulfilling a contract with the railway administration; or
 - (xii) employed as an inspector, mail guard, sorter or van peon in the Railway Mail Service; or
 - (xiii) employed in connection with operations for winning natural petroleum or natural gas; or
 - (xiv) employed in any occupation involving blasting operations; or
 - (xv) employed in the making of any excavation in which on any one day of the preceding twelve months more than fifty persons have been employed or explosives have been used, or whose depth from its highest to its lowest point exceeds twenty feet; or
 - (xvi) employed in the operation of any ferry boat capable of carrying more than ten persons; or
 - (xvii) employed, otherwise than in a clerical capacity, on any estate which is maintained for the purpose of growing cinchona, coffee, rubber or tea, and on which on any one day in the preceding twelve months fifty or more persons have been so employed; or
 - (xviii) employed, otherwise than in a clerical capacity, in ~~in~~ the supplying, generating or transforming of electrical energy; or
 - (xix) employed on any vessel which ordinarily plies on any canal, river, lake or other inland navigable water and is propelled wholly or in part by steam or other mechanically power or by electricity; or
 - (xx) employed in a lighthouse as defined in clause (d) of section 2 of the Indian Lighthouse Act, 1927.
- VII of 1927.

Explanation. - In this Schedule "the preceding twelve months" relates in any particular case to the twelve months ending with the day on which the accident in such case occurred".

21. In Schedule III to the said Act, after the entry relating to phosphorus poisoning, the following entries shall be added, namely:-

Amendment of Schedule III, Act VIII of 1923.

"Mercury poisoning or its sequelae.

Any process involving the use of mercury or its preparations or compounds.

Poisoning by benzene and its homologues, or the sequelae of such poisoning.	Handling benzene or any of its homologues; and any process in the manufacture or involving the use of benzene or any of its homologues.
Chrome ulceration or its sequelae.	Any process involving the use of chromic acid or bichromate of ammonium, potassium or sodium, or their preparations.
Compressed air illness or its sequelae.	Any process carried on in compressed air".

22. For Schedule IV to the said Act, the following shall be substituted, namely:-
 Substitution of new Schedule for Schedule IV, Act VIII of 1923.

"SCHEDULE IV.
 (see section 4)

Compensation payable in certain cases.

Monthly wages of the workman injured. ₹	Amount of compensation for -				Half-monthly payment as compensation for Temporary Disablement of Adult.	
	Death of Adult	Permanent Total Disablement of Adult.	Permanent Disablement of Minor.	Total of	Rs.	A.
1	2	3	4	5	5	
0	Rs. 10	Rs. 600	Rs. 840	Rs. 840	Half his monthly wages.	
10	15	600	840	1,260	5	0
15	18	600	840	1,512	6	0
18	21	630	882	1,764	7	0
21	24	720	1,008	2,016	8	0
24	27	810	1,134	2,268	9	0
27	30	900	1,260	2,520	10	0
30	35	1,050	1,470	2,940	10	0
35	40	1,200	1,680	3,360	10	0
40	45	1,350	1,890	3,780	11	4
45	50	1,500	2,100	4,200	12	8
50	60	1,800	2,520	5,040	15	0
60	70	2,100	2,940	5,880	17	8
70	80	2,400	3,360	6,300	20	0
80	100	3,000	4,200	6,300	25	0
100	200	3,750	5,250	6,300	30	0
200	-	4,500	6,300	6,300	30	0"

Statement of Objects and Reasons.

The Workmen's Compensation Act, 1923, was experimental in character, and since its coming into force on the 1st July, 1924, a number of modifications of its provisions have been suggested by various authorities and interests. A few amendments, which were designed to remedy admitted defects or to embody improvements of a non-controversial character, were effected by the Workmen's Compensation (Amendment) Act, 1929. Those proposals which involved the modification of the principles underlying the Act or its more important features were referred by the Government of India to Local Governments for opinions in a circular letter in 1928. Copies of this circular letter and of the replies received thereto were supplied to the Royal Commission on Labour who have, after reviewing the question in the light of further evidence supplied to them, made a number of recommendations on the subject in Chapter XVI of their Report. This Bill follows these recommendations closely; some minor additional provisions have been incorporated, but few variations from the Commission's proposals have been made. The amendments proposed to be made in the Act are explained in detail in the subjoined Notes on Clauses.

Notes on Clauses.

Clause 2(a)(i). - This amendment adds widowed daughters and widowed sisters to the relatives of a deceased workman to whom a share in the compensation may be allotted by the Commissioner.

Clause 2(a)(ii). - The existing ^{Act} applies only to those seamen who are employed on any seagoing or home-trade ships registered under certain Indian Acts and of a registered tonnage of not less than 300 tons. The amendment seeks to reduce the tonnage limit to 50 tons. In the case of inland steam-vessels it is proposed to remove the tonnage limit and to extend the scope of the Act to all inland vessels whether propelled by steam or other mechanical power or by electricity. See sub-clause (xix) in clause 20.

Clause 2(a)(iii). - In its application to workmen employed in the capacities specified in Schedule II, the scope of the Act is restricted to those who are employed either by way of manual labour or on monthly wages not exceeding three hundred rupees. There appear to be no manual labourers in India in receipt of over Rs.300 a month. It is therefore proposed to delete the reference to manual labour from section 2(1)(n)(ii) of the Act. The Act will then apply to all workmen employed in any capacity specified in Schedule II in receipt of monthly wages not exceeding Rs.300.

Clause 2(b). - The wording of the existing subsection (3) of section 2 has proved inconvenient in drafting notifications under the section. The amendment embodies a redraft of the existing clause without any change of substance, other than the omission, following on the preceding amendment, of any reference to manual labour.

Clause 3(a)(1), - This amendment is consequential upon the proposed reduction of the waiting period from ten days to seven, vide note on clause 4.

Clause 3(a)(ii). - The three exceptions contained in proviso (b) to section 3(1) of the Act operate to remove the liability of the employer to pay compensation when the accident is due to specific misconduct on the part of the workman, e.g., intoxication by drink or drugs, wilful disobedience to certain rules and orders and wilful removal of safety devices. Where a workman is killed, it is extremely difficult for dependants to rebut evidence that that accident was caused by the deceased's misconduct. This is specially true where the employer's defence is that the workman disobeyed a safety rule, e.g., a rule against cleaning machinery in motion. Moreover the withholding of compensation for fatal accidents which are covered by the exceptions gives rise to great hardship to dependants and is not likely to have any appreciable educative effects on other workmen. The amendment therefore seeks to make the exceptions inapplicable in the case of fatal accidents. The proposal here made had the unanimous support of the Royal Commission on Labour; a majority recommended also that the exceptions should not apply in cases where a permanent loss of 50 per cent. or more of earning capacity results from the accident. In a non-fatal accident, the injured workman is in a position to contest the defences put forward by the employer and the members of the Commission themselves recognised that the case for abrogating the exceptions in such cases is "less strong".

Clause 3(b). - The provision in section 3(4) of the Act which limits liability for non-scheduled diseases to those "solely and directly attributable to a specific injury" is unduly stringent; diseases can rarely if ever be regarded as solely due to one cause.

Clause 4. - (1) This amendment and that contained in clause 22 follow the recommendations made unanimously by the Labour Commission. The effect of these amendments would be to enhance considerably compensation payable for death and permanent disablement in the case of the more poorly paid workmen (i.e., those getting less than Rs.17-8-0) and those in receipt of high wages (i.e., those getting more than Rs.80 a month). Compensation for temporary disablement would also be substantially enhanced for most workmen.

The enhanced scales are indicated in Schedule IV in clause 22. In place of the existing fourteen wage classes seven have been substituted. Except in the last two classes, compensation is based on the highest wage of the class and not, as at present, the mean wage. For the last two classes compensation is based on wages of Rs.125 and Rs.150, respectively. In determining the amount of compensation payable, the existing basis of calculation of compensation for death at thirty months' wages and for permanent total disablement at 42 months' wages in the case of adults and at 84 months' wages in the case of minors has been retained. The minimum compensation has been fixed in the case of

adults for death at Rs.600 and for permanent total disablement at Rs.840, while the maximum amounts for death and permanent total disablement are increased from Rs.2,500 and Rs.3,500 to Rs.4,500 and Rs.6,300 respectively. In cases of temporary disablement, in addition to raising the maximum ~~fixed~~ half-monthly payment from Rs.15 to Rs.30, the rate of compensation has been increased in the case of adults whose monthly wages do not exceed Rs.30 to two-thirds of the monthly wages and, in the case of miners, to full wages.

At the same time, certain drafting changes are proposed. In the Act as it at present stands, compensation is expressed in terms of monthly wages in most cases in section 4. Monthly wages have to be calculated according to rules given in section 5 and have then to be modified to certain assumed wages in accordance with Schedule IV. If the amendments made by this clause are adopted, the fiction of "assumed wages" will disappear, and after the application of the rules relating to ~~and after~~ calculation of wages in section 5, a reference to Schedule IV will give, in most cases, the exact amount of compensation payable without further calculations. It should be noted that while it is proposed to replace the whole of section 4(1) by the section contained in this clause, considerable parts of the new sub-section, and in particular the whole of paragraph C, reproduce verbatim the existing provisions.

(2) The waiting period of ten days specified in the existing section 4 is rather long and sometimes results in hardship; it is longer than that prescribed by the great majority of Acts in other countries. It is proposed to reduce it to seven days as recommended by the Commission.

Clause 5. - The provisions in section 5 of the Act for the calculation of wages give some difficulty in application to cases where the workman has been engaged for a very short period before the accident, e.g., less than a month. A clause to obviate the difficulty was included in the amending Bill introduced in the Legislative Assembly in 1928; but it was eliminated by the Select Committee because there were doubts as to its equity and it was desired to avoid making any amendment of a controversial character at that time. The Commission as a result of their examination of the question has recommended the clause for adoption. Sub-clause (a)(ii) is intended to give effect to that recommendation. The other amendments in this clause are consequential on the drafting amendments included in the preceding clause and clause 22.

Clause 6. - The Act ^{as it} stood prior to its amendment in 1929 gave power to the Commissioner to deduct from the compensation deposited with him the actual funeral expenses of the workman up to a maximum of Rs.50. The Select Committee of the Legislative Assembly on the Workmen's Compensation (Amendment) Bill, 1928, introduced certain changes which found a place in the Act as finally passed and had the effect of empowering the employer to make to any person by whom the funeral expenses are to be or have

been incurred a payment of not more than Rs.50 for such expenses and to deduct the amount from the compensation. This provision has been found to led itself to abuse and in three cases from Bengal brought to the notice of the Commission the employer had paid the maximum sum to his own sardar for the expenses incurred in the funeral of a deceased workman. Further it is not open to the Commissioner to question the suitability of the amount paid or to satisfy himself that the whole amount has been spent on the funeral. The amendment is designed to prevent funeral expenses being deducted from the compensation before it is deposited and to provide instead that, on the deposit of the compensation, the Commissioner should deduct the actual cost of the workman's funeral expenses up to Rs.25 (the present limit of Rs.50 is unnecessarily high) and pay them to the person who has incurred them.

Clause 7(a). - The provisions regarding notice contained in existing section 10 are unduly stringent in their terms. The Commissioner has wide powers to dispense with the necessity of a notice; but there are a number of cases in which no notice is necessary. Further want of or a defect in a notice should not be a bar to proceedings if the employer is proved to have had knowledge of the accident from another source.

Clause 7(b). - Notice-books, if effectively maintained, are of assistance both to employers and to workmen; and in spite of the illiteracy of many Indian workmen books might be utilised in some branches of industry.

Clause 8. - Knowledge of the Workmen's Compensation Act is spreading steadily in industrial areas, but a long time must elapse before that knowledge can become generally diffused in the villages. The dependants of many workmen live in rural areas, which may be situated several hundred miles from the place where the workman is employed. The illiteracy of most workmen and of their dependants and the long distance separating them frequently operate to prevent knowledge of an accident being promptly received, and even when information has come, the dependants of a workman who has been killed may have no knowledge of the law, or insufficient knowledge to enable them to proceed with an application for ^{compensation. These provisions are designed to} ensure (i) that, in as many cases as possible, fatal accidents are brought to the notice of the Commissioner; (ii) that, where the employer admits liability, compensation is deposited promptly; and (iii) that, where the employer disclaims liability and there are good grounds for believing compensation to be payable, the dependants get the information necessary to enable them to judge if they should make a claim or not.

Clause 9. - Sub-section (2) of section 12 of the Act provides that where a principal is liable to pay compensation under the section he is entitled to be indemnified by the contractor. There is in the section no provision relating to sub-contracts, which are not uncommon in Indian industry. A recent decision of the Calcutta High Court has made it apparent that no indemnifi-

cation can be obtained under the Act from a sub-contractor in respect of compensation awarded against the principal for injuries sustained by a sub-contractor's workman. The amendment seeks to remove this defect .

Clause 10. - The amendment is designed to provide for the imposition of a small fine for failure to furnish a return, notice, etc., required under the Act.

Clauses 11, 12, and 13. - These amendments are designed to make it possible for local Governments to appoint more than one Commissioner having jurisdiction in the same area, where this is desirable.

Clause 14. - As the Act stands at present, a dependant who finds that no compensation has been deposited on account of the death of a deceased workman must first approach the employer. This is illogical since, in the case of fatal accidents, the Act precludes the parties from reaching an agreement that will be final.

Clause 15. - Cases arise in which the amount of compensation deposited on account of a fatal accident is inadequate. It is not clear under the existing law whether the Commissioner can take steps on his own initiative to secure that the full amount of compensation is deposited. The amendment is designed to empower the Commissioner to call on an employer to make up an inadequate deposit to the proper amount.

Clauses 16 and 17. - Section 8 of the Act does not prescribe any particular period during which compensation deposited with the Commissioner must be distributed by him, but it is doubtful whether he can, without statutory authority, withhold a payment for the periods which are sometimes necessary for the decision of an appeal by a High Court. These amendments seek to confer the necessary authority on the Commissioner to withhold payment of compensation pending the decision of the appeal. In order to prevent hardship power is at the same time given to the Commissioner to distribute a small sum for the maintenance of the opposite party during the pendency of the appeal. This sum, which can in no case exceed Rs.100 and is intended to be disbursed in necessitous cases only, will not be recoverable.

Clause 18. - These amendments are consequential on those in clauses 7(b) and 8 of the Bill.

Clause 19. - The proposed section, which follows a resolution of the Imperial Conference, 1926, would make it possible to arrange for the more convenient distribution of compensation due under the Indian Act to persons in other parts of the Empire and of compensation due under British or Dominion laws to persons in British India.

Clause 20. - The present Act aims at the inclusion of persons employed in branches of industry which are both organised and hazardous. The Commission have recommended that the Act should

be extended to cover as completely as possible the workers in organised industry, whether their occupations are hazardous or not, and that there should be a gradual extension to workers in less organised industries, beginning with those who are subject to most risk. Following this principle they have suggested the widening in most cases of the existing classes in Schedule II and the inclusion of an entirely new class consisting of workers on plantations. The Commission estimate that their proposals "will have the effect of adding perhaps 2,000,000 workers to the number (estimated at 4,000,000) already included". About half of this number is accounted for by the inclusion of plantation workers whose risks of accidents are trifling and, as the Commission observe, the increase in the number of possible claims will be by no means proportionate to the increase in the number of employees covered. Items (xv), (xvi), (xvii) (xviii) and (xx) introduce new classes of workmen to the Act while items (i), (ii), (iii), (iv), (vi), (vii), (xiii) and (xix) involve enlargements of existing categories. Item (xx) is the only new item not proposed by the Commission.

Clause 21. Of the four industrial diseases which it is proposed to add to the Schedule, the first is already an industrial disease for the purposes of the Act by virtue of a notification issued under section 3(3) in 1926. The addition of the next two diseases was recommended by the Commission and the addition of the last by the Government of Bombay.

Clause 22. - See note on clause 4.

(Extracted from the Gazette of India of 20-2-1932, No.8, Part V. - pages 56-63).

Conditions of Labour.Quarterly Strike Statistics (period ending 31-12-1931).

The Department of Industries and Labour of the Government of India in a press communique dated 4-3-1932, has published the statistics of Industrial disputes in British India for the last quarter of 1931. During the period under review, there were 34 disputes involving 29,304 workers and entailing a loss of 572,600 working days. The largest number of disputes occurred in the Bombay Presidency where 13 disputes were recorded involving 13,118 workers and entailing a loss of 256,631 working days. Bengal comes next with 7 disputes involving 10,898 workers and entailing a loss of 279,207 working days, 3 each in Assam, Punjab and United Provinces involving 1,109, 1,105 and 825 workers and entailing losses of 1,655, 12,496 and 9,390 working days respectively, 2 each in Central Provinces and Madras Presidency involving 1,563 and 568 workers and entailing losses of 4,197 and 8,407 working days respectively and 1 in Burma involving 118 men and entailing a loss of 617 working days.

Classified according to industries, there were 21 disputes in cotton and woollen mills involving 14,407 workers and entailing a loss of 275,654 working days, 3 in jute mills involving 7,498 workers and entailing a loss of 228,907 working days, 2 in engineering workshops involving 612 workers and entailing a loss of 8,450 working days and 1 in railways including railway workshops involving 3,380 workers and entailing a loss of 8,450 working days. In all other industries there were 7 disputes involving 3,407 workers and entailing a loss of 51,297 working days.

Of the total 34 disputes, 12 were due to wages, 8 to personnel, 3 to leave and hours and 11 to other causes. In 4 disputes the workers were successful, in 11 partially successful and in 17 unsuccessful while 2 disputes were in progress at the end of the quarter.

(The quarterly strike statistics for the period ending 30-9-31 was reviewed at pages 15-16 of the December 1931 report).

Industrial Disputes in British India in 1931.

According to a communique dated 4-3-1932 on industrial disputes in British India during 1931, issued by the Department of Industries and Labour of the Government of India, the total number of strikes during the year was 166 and the total number of men involved 203,008 as compared with 148 strikes involving 196,301 men during 1930. The total number of working days lost during the year was 2,408,123 as compared with 2,261,731 during 1930. A number of strikes occurred in the Bengal Jute Mills, one of which (Hastings Jute Mill, Rishra, Hooghly) was alone responsible for a loss of 217,323 working days involving about 5,300 workers. Of the strikes that occurred in cotton mills, the more important ones were those affecting in the Madura Mills in the Madras Presidency, and the Sholapur Mills and the Swadeshi Mills (Kurla) in the Bombay Presidency. These strikes involved a total loss of about 673,000 working days affecting 25,800 workers. The number of strikes where the workmen were successful in gaining any concessions was approximately 40% of the total number.

During the year under review, there were 53 disputes in the Bombay Presidency involving 54,865 workers and entailing a loss of 699,226 working days. Bengal comes next with 47 disputes involving 91,006 workers and entailing a loss of 1,132,498 working days.

Madras and Assam had 15 disputes each involving 24,047 and 6,842 workers and entailing losses of 304,732 and 12,508 working days respectively. The United Provinces comes next with 11 disputes involving 7,869 workers and entailing a loss of 52,227 working days, Burma with 10 disputes involving 8,696 workers and entailing a loss of 65,692 working days, the Central Provinces and the Punjab with 7 disputes each involving 4,868 and 2,405 workers and entailing losses of 52,384 and 32,656 working days respectively and Bihar and Orissa with 1 dispute involving 2,500 workers entailing a loss of 56,200 working days.

Of the 166 disputes during the year, 69 were due to questions of wages, 39 to those of personnel, 20 to those of leave and hours, 2 to those of bonus and 36 to other causes. In 23 cases, the workers were successful, in 42 partially successful and in 99 unsuccessful while 2 disputes were in progress at the close of the year.

Classified according to industries, there were 75 disputes in cotton and woollen mills involving 78,666 workers and entailing a loss of 1,108,888 working days, 22 disputes in jute mills involving 76,762 workers and entailing a loss of 953,818 working days, 8 in railways including railway workshops involving 14,118 workers and entailing a loss of 47,993 working days, 5 in engineering workshops involving 1,036 workers and entailing a loss of 14,652 working days, and 3 in mines involving 2,503 workers and entailing a loss of 8,938 working days. In all other industries together, there were 53 disputes involving 29,923 workers and entailing a loss of 273,834 working days.

(The communique on Industrial Disputes in British India during 1929 is reviewed at pages 36-36 of the January 1930 report, and that for 1930 at pages 17-18 of the February 1931 report of this Office).

Working of the Workmen's Compensation Act in India, 1930.*

The following information regarding the working of the Workmen's Compensation Act, 1923, in India during 1930 is taken from a note on the subject issued by the Government of India. According to the report, though the year under report was the sixth complete year of the working of the Act, much difficulty was experienced in obtaining returns from some employers.

Review of Administration in the Provinces. The total number of cases coming under the purview of Statement I (number of cases and compensation paid on factories, mines, railways, docks and tramways) increased from 18,865 in 1929 to 23,574 in 1930. The increase is mainly due to the greater number of temporary disablement cases reported from railways, the number of such cases having increased from 2,632 in 1929 to 7,666 in 1930. The increase in the total number of accident cases within the purview of Statement I is not, however, reflected in the total amount of compensation paid for accidents during the year, the 1930 total being only Rs.1,245,764 as compared to Rs. 1,260,164 in 1929. Though the Act is becoming more widely known among workers, the report states that there are still certain factors which retard the full attainment of the objects underlying its enactment. Thus it is recorded in the Central Provinces report that the workmen are still as a class ignorant of the extent of their rights under the Act. The Burma report records that there is still a tendency among some employers, especially small employers, to evade their obligations, while the Punjab report

*Workmen's Compensation Statistics for the year 1930 together with a note on the working of the Indian Workmen's Compensation Act, 1923. Published by order of the Government of India. Calcutta: Government of India Central Publication Branch, 1932. Price As.7 or 9d.

mentions a greater tendency on the part of workers to accept whatever amount is offered to them by their employers. This is attributed to the desire to avoid prolonged proceedings before Commissioners, and in the case of ~~the~~ minor accidents to anxiety to retain service with the employer. The full and valued co-operation afforded to the Commissioner for Workmen's Compensation in Bengal by the Calcutta Claims Bureau is warmly acknowledged in the Bengal Report which also mentions the help given by the Indian Seamen's Union of Kidderpore to its members in the realisation of compensation. A claims agency acting for workmen, the first of its kind in the Bengal Presidency, was started in Kharagpur and is reported to have dealt with claims arising out of accidents in the railway workshops there. The Bihar and Orissa Report records that compensation in the majority of cases of permanent disablement was as usual settled out of court and generally by agreement under Section 28. The Bombay report acknowledges that the work of the Workmen's Compensation Commissioner of Bombay was greatly facilitated by the fact that many claims were settled through the insurance companies who dealt with about 35 per cent. of the cases. The Textile Labour Union of Ahmedabad continued to do notable work in obtaining compensation for workmen, the great majority of cases in Ahmedabad being presented to the Workmen's Compensation Commissioner through the Union. The Ambernath Labour Union was also active in the same cause and like the Ahmedabad Union did the work without charging commission to its members. It is only in contested cases that the Unions recovered legal and other expenses from the claimants. The Factory Inspection Department in the Punjab continued to render assistance to workmen as regards the method of preferring claims.

The Bombay report acknowledges cases where generous employers made ex-gratia payments to their injured workmen, although no compensation arose under the law. A notable case was where the Burmah-Shell Oil Storage and Distributing Company of India, Limited, deposited in Bombay a sum of Rs. 13,250 in respect of seven men who lost their lives in the sinking of the S.L. "Chukker". The dependants of these unfortunate men were not legally entitled to compensation as the deceased persons were not workmen within the meaning of the Act. Messrs. Volkart Brothers also deposited money under similar circumstances in another case. It was also noticed in the same province that in cases of temporary disablement for short periods some employers of standing voluntarily pay more than is due under the Act.

Application filed before Commissioners.- The total number of applications filed before Commissioners in 1930 under section 10 of the Act for the award of compensation was 640, compared with 554 in 1929 and 558 in 1928, a notable increase. The number of distribution cases filed before Commissioners under section 8 of the Act was 652 as against 703 in 1929 and 531 in 1928. The percentage of contested cases to the total number of cases disposed of by Commissioners was 21.5 as compared with 20.07 in 1929 and 23.7 in 1928. The number of applications filed before Commissioners for the registration of agreements was 997 as against 1,067 in 1929 and 906 in 1928.

The number of appeals filed in the High Courts was 7 as compared with 10 in 1929. Of these, four were in the Bombay Presidency, and three in Burma. The single reference made during the year to High Courts under section 27 of the Act was in Burma.

Occupational diseases.- The only claim which appears to have been made during the year for compensation on account of occupational diseases, was one in Bengal on account of permanent disablement

alleged to have been due to lead poisoning. The claim was disallowed by the Commissioner.

Legislative changes.- The Act remained unchanged throughout the year. Steps were initiated towards the close of the year under review to ensure that the Workmen's Compensation Act is extended to all railway lands which lie in Indian States but jurisdiction over which has been ceded to the British Government. Certain changes were made in the Workmen's Compensation Rules, 1924, by a notification of the Government of India in the Department of Industries and Labour, No. L 1424 dated the 11th January 1930. These changes were consequential on the enactment of the Workmen's Compensation (Amendment) Act, 1929. No serious difficulties in the working of the Act are disclosed in the provincial reports for the year.

(The working of the Workmen's Compensation Act, 1923, in 1928 is reviewed at pages 35-39 of the June 1930 report and that for 1929 at pages 28-31 of the July 1931 report of this Office).

Retrenchment in Railways: A.I.R.F's
Meeting with the Railway Board.

Mr. Jamnadas Mehta, the President of the All India Railwaymen's Federation, met the Railway Board on the 2nd February 1932 to discuss with them the question relating to the discharge of employees who are reported to be in excess of requirements by the railway administration. The Railway Board informed the Federation that the former had authorised the Agents of State railways the discharge of not 3,500 ~~employees~~ employees as was estimated by them in October last (vide page 21 of December 1931 report of this Office) but nearly double that number. The Railway Board also announced its intention of a further retrenchment of nearly 4,500 men in the near future and promised that no action would be taken until a month after the recognised unions had been informed and any representation that such unions may ~~make~~ make within 14 days of such intimation had been considered by the Agent. Mr. Mehta pleaded that no action should be taken till the report of the Court of Inquiry was published by the Government of India, but the Board did not agree to it. He also stated that the cumulative effect of short time, demotions, discharges and wages cuts had been most prejudicial to workers and that the Council of Action had instructed him to inform the Board that the workers could not be expected to submit tamely to all these attacks on their conditions of labour, and he, therefore, strongly urged that the cut in wages should be abandoned and that the discharge of men should not be resorted to.

The contemplated discharge of a large number of workers has roused the feelings of the railwaymen as may be seen from the following passage from a communiqué issued on 13-2-1932 by the General

Secretary of the A.I.R.Federation criticising the Railway Board's Retrenchment policy.

"The Board ignored the presence of the Court of Inquiry and while the latter had hardly begun its task, the proposal of discharging about 10,000 employees was mooted; then, before the end of the month the figure was reduced to 7,000 and by 1st December, the proposed figure of compulsory discharges was about 3,500, excluding certain staff belonging to a different category. As soon as the Court finished its sessions, the figure of compulsory discharge has more than trebled and no doubt, this is not the last of it. The widely divergent estimates within a short time cast suspicion on the bona fides of these figures. Any suggestion of alternatives is not to the liking of the Board. Their action, in the face of wage-cuts and recent staff retrenchments, is not only a mockery of justice and fair-play but is a defiant violation of the spirit of the Trade Disputes Act, which requires neither party to launch into ~~any~~ aggressive action pending consideration of the findings of the machinery set into motion for this purpose, however inadequately". (The Hindu, 14-2-32)

A meeting of the General Council of the Federation was originally intended to take place on the 23rd and 24th February for the consideration of the retrenchment situation but was postponed to the 6th and 7th March 1932, with a view to await the report of the Court of Enquiry, a summary of which is appended at pages 36-42 of the present report.

(Press Report of the A.I.R.F. No.4, dated 29-2-1932).

Report of Court of Enquiry into Railway Retrenchment;*

Main Findings Summarised.

References have been made in the earlier reports of this Office to the Court of Enquiry constituted on 13-10-1931 under the Indian Trades Disputes Act, to investigate certain matters connected

* Government of India - Report of the Court of Enquiry constituted under the Trade Disputes Act, 1929, to investigate certain matters connected with staff retrenchments on Indian Railways - 1932 (Published under the orders of the Governor General in Council) - Calcutta: Government of India Central Publication Branch 1932 - Price Annas 10 or 1s. - pp.67.

with staff retrenchments on Indian Railways (vide pages 44-48 of July 1931 report, and "Conditions of Labour" section of subsequent reports). The Report of the Court was recently published by the Government of India. The following is a summary of the more important findings and recommendations of the Court:

Terms of Reference. - The Court of Enquiry which was composed of the Hon. Justice Murphy, I.C.S (Chairman) and Dr. Syed Ross Masood, LL.D., B.A. (Oxon), Bar-at-Law and Mr. T.R. Venkatarama Sastri, C.I.E. (members) was given the following terms of reference:-

1. Whether the retrenchment has imposed improper conditions of work on the staff still employed;
2. Whether the terms allowed to the staff that has been discharged are inadequate or unreasonable;
3. Whether having in view the limitations imposed by the commercial management of railways the fullest regard has been paid, when discharging the staff, to the following alternatives; the stoppage of recruitment, the operation of normal wastage, working short time, the retirement of staff taking their gratuity and provident fund, or the transfer of individuals to other department or other railways on similar or even reduced rates of pay;
4. Whether there has been victimization or favouritism in discharging establishments; if so, whether ~~if~~ this can be avoided and how; and
5. Whether staff discharged on the ground of retrenchment can or should be given any assurance of re-engagement on recruitment being resumed.

Administrations Covered by Enquiry. - The Enquiry covered retrenchments carried out in the following Railway Administrations: ~~The~~ North Western Railway, ~~The~~ East Indian Railway, ~~The~~ Great Indian Peninsula Railway, ~~The~~ Eastern Bengal Railway, ~~The~~ Bombay Baroda and Central India Railway, ~~The~~ Bengal Nagpur Railway, ~~The~~ Assam Bengal Railway, ~~The~~ Madras and Southern Mahatta Railway, ~~The~~ South Indian Railway, ~~The~~ Bengal and North Western Railway, and ~~The~~ Rohilkhand and Kumaon Railway.

Antecedent Circumstances. - The general circumstances leading up to the retrenchment and giving occasion for the appointment of the Court of Inquiry may be summarized as follows:-

There was a progressive fall in the total of gross receipts on all first class railways, beginning towards the end of 1929. When the budget demands for 1931-32 came to be scrutinized, the Railway Board decided that an all-round reduction amounting to 5 1/2 crores ^(Rs. 55 millions) was necessary. This decision entailed fresh consideration by the different Railway Administrations of their proposed

expenditure, and a search for means of economy to keep expenditure within the limits of the reduced grants.

Principles of Retrenchment . - Speaking generally, the economies in the railways took the form of all possible reductions in the use of material and stores, and an examination of the possibility of operating each railway with a reduced staff. The result of the second step was a number of discharges and demotions, which were made generally from March to the 7th July 1931, though actually some of the administrations had already begun to retrench in this way in the latter part of 1930. The actual retrenchments of staff took place after consultations between the Railway Agents and the Railway Board in February and March, and final orders as to the course which discharges should take were issued by the Railway Board in their letters Nos.683-E.G., dated the 3rd and 6th March 1931, respectively. (vide page 19 of March 1931 report of this Office).

Totals of Discharges and Demotions. - The total staff employed by the 11 first class railways, the subject of this enquiry, on the 31st March 1930, had been 728,821 and on 31st March 1931 was 690,277. Of the latter figure 40,502 were discharged. Of the discharged men, 32,655 were permanent employees, and 7,847 temporary. Another 4,392 were demoted. By this last term is meant the abolition of posts in higher grades and the reduction of the most junior of each grade, to the extent of the abolition, to the grade next below, the abolished posts taking effect in the basic grade by the discharge of the most junior in that grade.

Speaking generally

This block retrenchment was mostly from the engineering and workshop staff. That from the former was largely entailed by the curtailment of all existing betterment schemes and new works, ^{and that} while from the latter, by the decrease in traffic, resulting in less work in the mechanical departments, for repairs, overhauls and renewals.

Convention re. Hours of Work & Weekly Rest. - Among the preliminary points referred to the Court for decision by the A.I. R.F., one is of particular interest to the I.L.O. The question submitted was whether the Conventions on Hours of Work and Weekly Rest should not have been put into force before retrenchment began. The decision of the Court on this point was that if it is shown that the conditions of work have become improper by an increase of the hours of work, the propriety or otherwise of that increase may have to be judged with reference to some standard, and it may be that the conventions accepted by the Government of India and partially put into practice by some Railway Administrations would furnish a basis for a judgment as to the proper standard. The findings of the Court on the question whether improper conditions of service have been imposed on the remaining staff are summarised later.

Conclusions and Recommendations. -

Length of Service Sole Criterion in Block Retrenchment. -

The most important conclusion that the Court have drawn from their

investigation is that where any extensive block retrenchment is to be carried out involving the discharge of hundreds or thousands of men, it is not practical to do it on a complicated classification of men to be discharged as the Railway Board has done in the present case. The Railway Board's classification of the order in which discharges should take place was as follows: (a) those who are inefficient, (b) those who are least efficient, (c) those who have short service and (d) those nearing the age of superannuation. According to the Report of the Court, length of service alone should be made the criterion for block retrenchment. ~~Since~~ ~~this~~ ~~criterion~~ ~~is~~ ~~simple~~ ~~to~~ ~~apply~~ ~~and~~ ~~avoids~~, as far as this can be, feelings of resentment and unfairness in the victims of circumstance and it is intelligible to all of the many grades of workers employed on a railway .

Committees for Ensuring Uniformity. - The report has recommended the appointment of a committee by each Administration affected to prepare the orders which are to be issued to the administrative officers who are to carry out the retrenchment, so as to ensure uniformity in all the departments or divisions of the Administration concerned. These Committees are to consult the representatives of the Unions before framing final orders. The retrenchment is to be carried out in accordance with the general orders which the Committee has framed and appeals from the individuals affected are to be allowed to the Committee whose decision in each case is to be final.

Methods Employed in Present Retrenchment. - As regards the carrying out of the present retrenchment, the findings of the Court are that although the data of the retrenchment were supplied to the Court in the original statement of the case for the Administrations, and the principles to be followed had been laid down by the Railway Board, it was not possible for the Court to judge whether the results had been those intended by the Board, and the investigations have disclosed a great variety of application and interpretation of the orders, which could not have been deduced from the facts stated in the first instance. Apart from variations due to differing interpretations, it was found that in some cases the Railway Board's instructions were not followed on different points by the several Administrations concerned; on the ground that some other course was more suitable in their opinion. Two important instances of such neglect that have been mentioned in the report are the neglect of the Board's order regarding the procedure to be followed when discharging men of ten years' service, or over — a neglect which occurred on all the Administrations —; and the neglect of the Administrations, except those of the M.&S.M. and the N.W. Railways, to consult the unions concerned. There are several other cases of the same neglect of the Railway Board's orders or advice on nearly all the Administrations concerned, and there seems to be some need for ensuring that the orders which are issued by the Agent are in conformity with those which have been received by him from the Railway Board.

Findings on Issues Referred to the Court: Re. Conditions of Service of Staff still Employed. - Regarding the first term of reference, viz., whether the retrenchment has imposed improper conditions of work on the staff still employed, the report states that there is no evidence that improper conditions have been imposed on the remaining staff in the workshops. The retrenchment in shops was due to a lessening of the amount of work to be done, and was largely a matter of weeding out unwanted hands, and more work could hardly be imposed on the staff still employed in these circumstances. Actually, it has been necessary to resort to short time, fully to employ those who remain in the lessened working hours. In the other large group of those discharged, the workers of the engineering gangs, more work has undoubtedly been imposed on the men, where the members of a gang have been reduced and their beats have been enlarged, but the Court do not consider that the conditions imposed thereby are improper and there are no complaints under this head. Such complaints as the Court have had under this head have been mainly from the station and running staff. These complaints have been vague and unconvincing.

Adequacy of terms allowed to discharged staff. - The finding on the second issue, viz, whether the terms allowed to the staff ~~that~~ that has been discharged ~~is~~ are inadequate or unreasonable, is, according to the Report, a question of finance. ~~The finding on the second issue is really a question of finance~~ The best terms were those offered to the men on the Madras and Southern Mahratta Railway, and they secured a large number of voluntary retirements. The same terms would have been suitable in the other Administrations also. But the Court, the report states, was unable to decide whether the financial conditions would have permitted giving these terms elsewhere or not.

Methods of Effecting Retrenchments:- Regarding the third term of reference, the findings of the Court are as follow:-

The evidence before the Court is to the effect that on all the administrations, recruiting has been stopped, and that this step had in most cases been taken before the staff retrenchments began. The stoppage has not been absolute, for there are some posts which must be kept filled, such as those of specialists, and posts in departments or grades which were already working with a minimum staff and could not further be retrenched, but with these exceptions the stoppage has been general.

The operation of normal wastage is a far more complicated problem than appears at first sight and there are no figures available which can yield a general rate, though they might be worked out for small groups. But this kind of wastage is irregular and is apt to decrease when times are hard and men do not lightly resign their appointments, as they do sometimes when they can be reasonably sure of obtaining another when wanted. The Court think

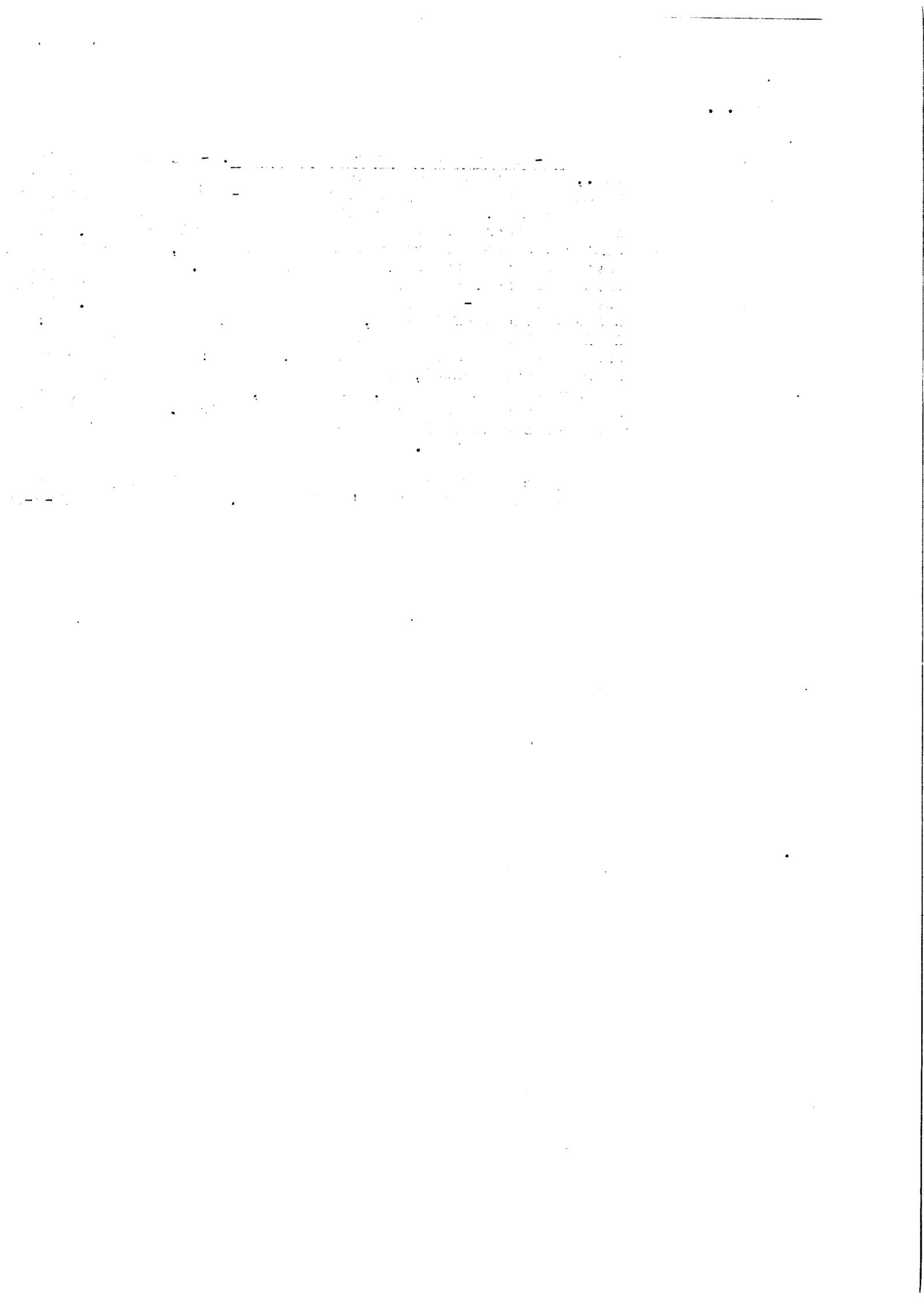
that all the Administrations concerned have been alive to the fact of normal wastage, and have allowed for it to the extent that it was calculable, and that no well founded complaint can be made against them on this score.

Under the 3rd sub-head of short time the methods of spreading work have not all been adopted in the various administrations except compulsory leave without pay which was enforced by the Assam Bengal, Eastern Bengal, Bengal and North Western, Rohilkhand and Kumaon and North Western Railways and leave on half pay in the East Indian Railway.

The 4th sub-head is again fundamentally a question of wastage, or perhaps of encouraging it. The only administration in a position to offer special terms was the Madras and Southern Mahratta Railway and the largest number of resignations was so obtained. There have also been stray resignations in other administrations, but they have been few. Forcible superannuation has been sparingly used. Theoretically, all men over 50 might have been retired, but in practice any large recourse to this expedient would probably have caused more hardship and discontent than the discharge of junior men, and might well have led to the dislocation of the work of many departments.

The last sub-issue is similarly conditional. Where all the Railways were retrenching, it would only be in an odd case in which men discharged from one administration could hope to find similar work on another. There were a few cases, but as far as appears in the evidence, there is no inter-railway labour exchange, and in the absence of any such machinery, little was done in this way. Interdepartmental transfers were also few, for here the "category" or "trade" difficulty comes largely in its way. The North Western Railway however, have a kind of labour exchange in their Personnel arrangements, and probably more was done in this Administration in this matter than in any other.

Victimisation and Favouritism. - The fourth term of reference raises the questions of victimisation and favouritism. Victimization and favouritism involve both injustice to the individual worker discharged and improper motive and consequent conscious misapplication of the rule as to discharge. As to whether the improper motive operated in any particular case the Court cannot make any pronouncement without very elaborate local inquiries giving the officials complained against an opportunity to repel the charge against them. The Court, however, decided not to embark upon any such inquiry. For the future the Court has suggested that in all block retrenchments, the heads of "inefficiency" and "least efficiency" which give room alike for victimization and favouritism and charges of them should be omitted and there should be a single, obvious, clearly defined ground for discharge, the most suitable in ~~the~~ ^{of the Court} opinion, being shortness of service.



Industrial Organisation.

Employers' Organisations.

Bombay Millowners' Association; Review of Activities in 1931.

Mr. T.V. Baddeley, Deputy Chairman of the Bombay Millowners' Association, at the annual general meeting held in Bombay on 26-2-32 outlined the work of the Association during 1931, which he described as "A rather trying year".

Statistical Surveys of Cotton Industry. - Much was done on behalf of the industry in the way of making representations to the Government of India, the Government of Bombay, the Municipality and other public bodies. Statistics and statistical surveys were published regularly by the Association.

Visual Education. - The expensive experiments in visual education met with poor response from the operatives and was eventually dropped. The Association, however, continued its efforts to do more to promote the welfare of labour and introduced a workers' monthly Marathi magazine.

Uniform Standing Orders re. fines, leaves, etc., - The Association introduced uniform standing orders for all mills in the city; among many other things, these orders regularize and limit punishment in the way of fines and dismissals, and they limit the extent to which men can be payed off. The mills generally have introduced a properly controlled system of leave passes and records.

First Aid Training Classes. - The system of first-aid training has been instituted and four classes of 40 each are already being conducted by the staff of the St. John Ambulance Association. The whole of the expense is borne by the Association. A subcommittee of mill doctors was appointed and regular meetings are being held to discuss all possible steps to ameliorate the lot of the sick worker.

Technical Education. - The technical education of the workers is being encouraged by a monetary grant to the Social Service League Technical School and by a system of scholarships, the cost of which is borne by the mills from which the students are drawn. Despite financial difficulty the number of mill crèches has been steadily added to.

Directories & Price Lists. - The cloth labels which were introduced late in 1930 are selling in enormous quantities and these, together with the more recent yarn labels, are now a recognized warranty of Indian manufacture. The demand for copies of the directory of the manufactures of member mills was so great that the directory had to be enlarged and a second edition printed within the year. Another innovation was the publication of detailed price-lists of the leading lines, ~~we manufacture~~, merchants and associations. The Association's service also now includes cloth market reports by reliable trade correspondents in Madras, Delhi and Bombay.

Vigorous Sales Policy. - Much valuable work was also done by the Association to encourage a vigorous and progressive sales policy by its members, and many new agencies and sub-agencies, show-rooms, etc., were opened up in various centres by individual mills, with the result that the industry is now maintaining a much closer contact with its up-country customers and their needs than in the past.

Arbitration Rules & Trade Numbers. - Substantial progress was made by the Association during 1931 towards the solution of the problem of trade numbers. The preliminary work of registering and allocating rights in respect of about 20,000 numbers already used by mills has been almost completed and the procedure, which it is proposed to follow in regard to registration of new numbers, has been circulated to all members for consideration. ~~Another~~ achievement of note on the constructive side ~~has~~ been the introduction of a new standard contract form for transactions in piecegoods arbitration rules which will ensure more expeditious judgments of disputes.

A committee is now engaged on an examination of mills' selling commissions and terms in an effort to standardize these.

(The Statesman, 27-2-1932).

Industrial Organisation.Workers' Organisation.Trade Union Movement in the Bombay Presidency, 1930-31*

The following details regarding the progress of the trade union movement in the Bombay Presidency during 1930-31 are taken from the Annual Report on the working of the Indian Trade Unions Act in the Bombay Presidency during 1930-31. As in last year, the delay in submitting the report to the Government has been explained by the Registrar of Trade Unions as due to the difficulty which was experienced in obtaining correct and complete returns from the Unions.

Number of Registered Unions.- 5 unions were registered during the year under report bringing the total number of registrations as at 31st March 1931 to 52, of which 13 had been cancelled. The number of registered Trade Unions from whom annual general statements under section 28 of the Act were due to be received for the year ended 31st March 1931, was thus only 39.

Classification of Unions.- Of the 39 registered unions at the close of the year under review, only 35 individual unions and one federation submitted annual returns. The 35 individual unions may be classified thus: Textile workers' unions - 5; Railway workers' unions including those of Railway workshop employees - 10; Seamen's unions - 1; Municipal workers' unions - 4; Port Trust and Dock workers' unions - 4; Miscellaneous unions - 11. The Federation was the G.I.P. Railway Staff Union which, at the end of the year had 10 unions affiliated to it.

* Annual Report on the Working of the Indian Trade Unions Act (Act XVI of 1926) for the Bombay Presidency for the Year 1930-31. Price - Anna 1 or 1d. Bombay: Printed at the Government Central Press, 1932. pp.17.

Membership and Finances of Unions.- The total membership of the 35 registered trade unions which submitted returns during the year under review was 94,922 at the beginning of the year and 75,214 at the end of the year, and the opening balance of their combined general fund was Rs. 253,590-12-0 and the closing balance Rs.298,467-10-1. The fall in membership is to be attributed mainly to the fall in membership of the G.I.P. Railwaymen's Union, Bombay, from 41,640 at the beginning of the year to 20,267 at the end.

The following table gives the aggregate membership figures and the opening and closing financial balance as at the beginning and end of the year under review for the 5 textile workers' unions, 10 railway workers' unions, 1 seamen's union, 4 municipal workers' unions, 4 Port Trust and Dock Workers' unions and the 11 miscellaneous Unions.

	Membership		General Fund					
	at beginning of year.	at end of year.	Opening balance			Closing balance		
			Rs.	A.	P.	Rs.	A.	P.
Textile Workers' Unions (5)	5,512	3,664	7,902	15	3	7,997	11	10
Railway Workers' Unions including those of railway workshop employees (10)	56,665	38,412	89,677	3	4	83,035	8	1
Seamen's Union (1)	23,133	24,398	115,847	4	9	163,256	3	6
Municipal Workers' Unions (4)	1,673	1,637	2,157	1	7	2,694	12	4
Port Trust and Dock Workers' Unions (4)	3,986	3,310	27,046	11	6	29,049	11	5
Miscellaneous (11)	3,953	3,793	10,959	7	7	12,433	10	11

The principal liability of the majority of the Unions was the General Fund. The total amount of liabilities under other heads for all the above Unions amounted to Rs. 26,099-13-2 as against total

assets amounting to Rs. 332,701-4-4, the difference between these two figures representing the amount at the credit of the General Fund Account. The figure for total assets includes a sum of Rs. 8,133-13-1 by way of excess of expenditure over income and another amount of Rs. 181,872-9-0 for Unpaid Subscriptions Due (amounting in one case to Rs. 162,392), and the real value of the later is rather doubtful. It is to be noted that over half the figure for cash assets and nearly half that for securities relate to one Union only, viz., the National Union of Railwaymen of India and Burma, Bombay. The Assets of the Federation were made up of cash amounting to Rs. 238-4-8, Unpaid Subscriptions (in this case affiliation Fees) Due amounting to Rs. 580-0-0 and Miscellaneous Assets amounting to Rs. 135-13-6. The liabilities of the Federation were composed of the General Fund Account amounting to Rs. 573-0-2 and other liabilities to the extent of Rs. 381-2-0.

Membership and Finances of Federation.- The G.I.P. Railway Staff Union, Bombay, which is the only registered Federation had ten unions affiliated to it during the year under report. The opening balance of its general fund was Rs. 1,351-13-11 and the closing balance Rs. 573-0-2.

Political Fund.- Only one Union, the National Union of Railwaymen of India and Burma, Bombay, maintained a political fund, which at the end of the period under review amounted to Rs. 947-0-0.

Number and Membership of Registered and Unregistered Unions.-

According to the list of trade unions maintained by the Labour Office, Bombay, the number of Trade Unions reported as in existence at the beginning of the year under report was 94, with a total membership of 144,409 which decreased to 93 with a membership of 128,393 towards the close of the year 1930. The corresponding figures at the close of the year under report were 93 and 127,428.

(The Annual Report on the working of the Trade Unions Act in the Bombay Presidency for the year 1928-29 is reviewed at pages 42-48 of the June 1930 report and that for 1929-30 at pages 58-61 of the May 1931 report of this Office).

Trade Union Unity Conference Postponed to 5-3-1932.

Reference was made at page 45 of the October 1931 report of this Office to the efforts that are being made to effect a union between the All-India Trade Union Congress and the All-India Trade Unions Federation. A meeting ~~at~~ of the Committee that has been appointed to investigate the basis for rapprochement between the two organisations was originally intended to be held at Bombay on the 24th February 1932 along with the meeting of the General Council of the All India Railwaymen's Federation (The Hindu of 12-2-1932). Since the date of the meeting of the General Council of the A.I.R. Federation has been postponed to the 6th and 7th March 1932, (vide pages 35-36 of this report), the date of the meeting of the Trade Union Unity Committee has been postponed to the 5th March so as to facilitate the attendance of the members of the General Council of the A.I.R.F. at the other meeting.

(The Times of India, 29-2-1932)

Intellectual Workers.Recognition of A.I. Postal Union: Deputation to Director-General.

At pages 35-38 of the report of this Office for December 1931, reference was made to the withdrawal of official recognition accorded to the All India Postal and R.M.S. Union and to the circumstances that led to the taking of this step by the Director General of Posts and Telegraphs. An emergent meeting of the Council of the All-India (including Burma) Postal and R.M.S. Union was held at Delhi on the 30th and 31st January and 1st February 1932 to consider the situation created by the withdrawal of official recognition from the Union and all its affiliated branches under the Director-General's Special General Circular No. 40 dated the 11th January 1932 and the steps to be taken to secure an early restoration of recognition. In the absence of the President and Vice-President Mr. M. Somasundaram Mudaliar was voted to the chair.

Proceedings of Council.- The council was unanimously of opinion that restoration of official recognition to the Union and all its affiliated branches was of essential importance and necessity in the best interests of the employees and the Union should be prepared to remove the causes of the misunderstanding that had led to the withdrawal of recognition. It was also unanimously agreed that the services of non-official office-bearers were unavoidably necessary if the Union was to function properly and that the Director-General should be approached and matters be explained to him. The General Secretary informed the Council that negotiations were being carried on with the authorities by some of the non-official members of the Assembly who were also presidents of some of the Provincial Branches of the Union with a view to effecting a satisfactory settlement. He also informed the Council that at his request the Director-General was kind enough to grant him an informal interview on the 29th January in course of which he fully discussed with him the conditions laid down for restoration of recognition. He acquainted the Council members with the details of the discussion and informed them that the Director-General after giving him a most patient and courteous hearing had agreed, at his suggestion, to receive a small deputation of representatives of the Council in his office at 9.30 a.m. on the 1st February to hear the view-points of the departmental men in the matter.

The Council thereupon decided to send the deputation the personnel of which would be settled at the next day's meeting. It was agreed that the Deputation should explain to the Director-General

of the necessity of electing suitable non-official gentlemen as office-bearers of the Union and inform him that the Council was prepared to suspend further action on the Referendum issued by the Union on the mandate of the last Conference and to delete clause 4(e) from the Standing Rules.

The Council unanimously elected the following members to form the Deputation to the Director-General:- Mr. D.N. Mukerjee; Mr. P.C. Vaswani; Mr. D.P. Somasundaram; Mr. R.A. Tahar; Mr. G.G. Chitale; Mr. N.C. Sen Gupta; and Mr. S.C. Joshi. It was decided that the view-point of the employees should be explained to the Director-General mainly by Departmental members.

Deputation to Director-General on 1.2.1932.- The Director-General received the Deputation on 1-2-1932. Mr. D.N. Mukerjee who acted as spokesman, assisted by other members, explained the view-point of the employees in a clear and convincing manner according to the mandate of the Council. The Director-General after a patient and courteous hearing expressed the opinion that he appreciated the necessity of non-official office-bearers, especially in the secretarial staff of the Union and appeared to be convinced that under the constitution of the Union there was absolutely no scope for non-official office-bearers to change the existing policy of the Union or ~~xxx~~ initiate a new policy. He assured the Deputation that he fully appreciated the usefulness of a strong service Union both to the staff as well as to the administration provided it was conducted and administered in a manner consistent with the duties of Government servants. He asked the General Secretary to address him a letter embodying the conditions agreed upon and promised to reconsider his orders on receipt of the letter.

Resolutions Passed.- The following resolutions were passed at the All-India (including Burma) Postal and R.M.S. Union Council Meeting held at Delhi on the 30th and 31st January and 1st Feb. 1932:

Suspension of Referendum.- In view of the fact that exception has been taken by the Director-General to the action taken on the Referendum passed by the last All-India Postal and R.M.S. Conference and that the Director-General has also withdrawn the official recognition of the Union, this meeting of the Council of the All-India Union resolves that further action on the Referendum be suspended.

"Civik Rights" clause dropped.- In view of the fact that objection has been taken to Clause (e) of Rule 4 of the Constitution of the All-India Union regarding the aims and objects of the Union, viz. "to secure full civic rights for Postal and R.M.S. employees", this meeting of the All-India Council resolves that the said clause be deleted and the constitution be accordingly amended at the next Annual Conference.

Request for Recognition.- This meeting of the All-India Council authorises the General Secretary to approach the Director-General with a request for cancellation of the order of withdrawal of recognition of the All-India Union.

(Summarised from pages 73-76 of February 1932 issue of the Indian Post, Vol. 3, No. 2).

Agricultural Indebtedness in Hyderabad State-1930*

The following information regarding agricultural conditions in the Hyderabad State is taken from a review published in the Times of India of 5-2-32 of a report recently published on certain investigations on the subject conducted in certain selected localities of the State by Professor Kesava Iyengar of the Nizam's College, Hyderabad.

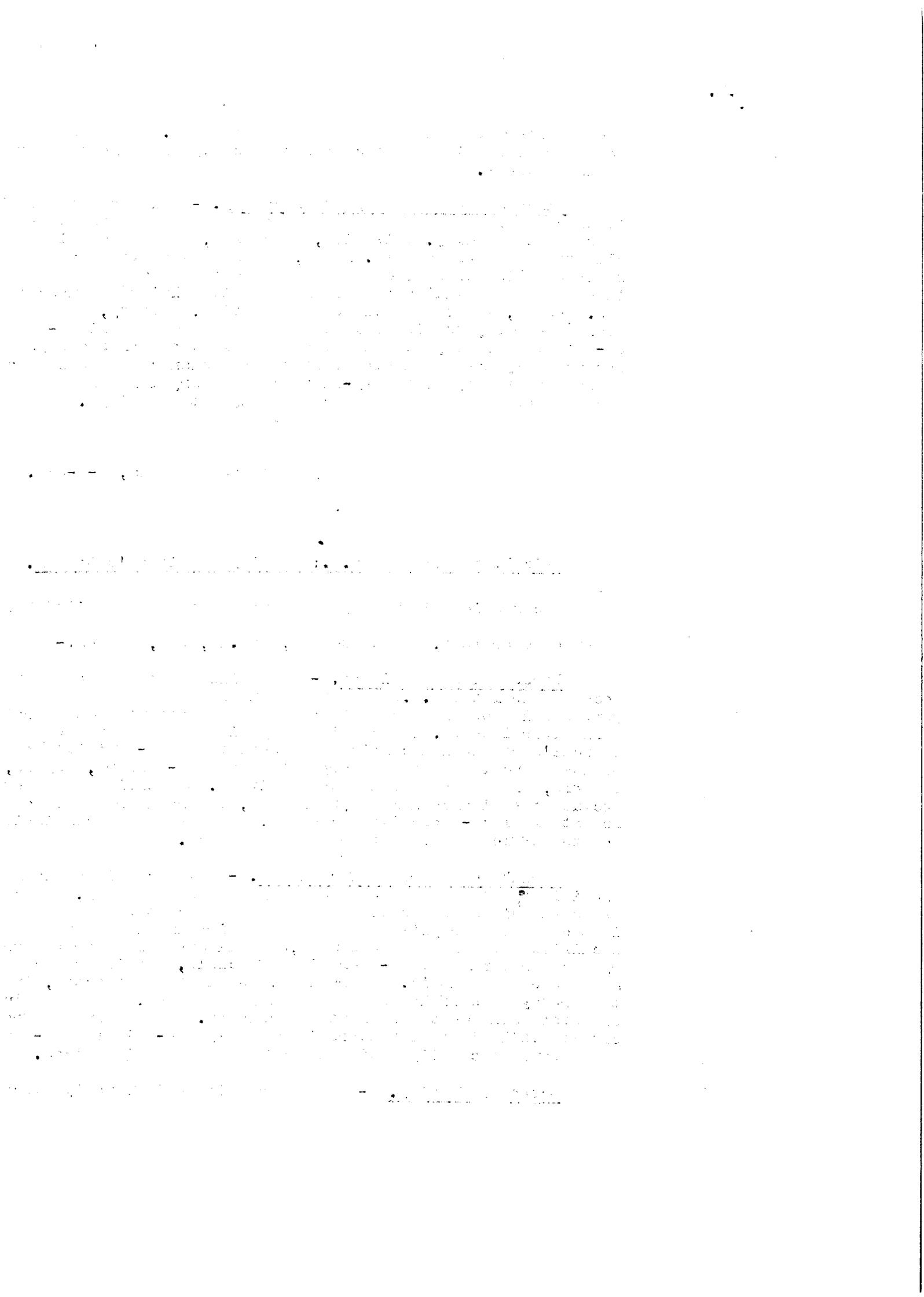
Objects of Inquiry. - The object of the enquiry was two-fold. In the first place an attempt was made to find out the extent to which registered holders of land in the State have been dispossessed of their holdings in the last quarter of a century and what were the causes of their being dispossessed and, secondly, what was the extent of the indebtedness of the existing holders. These are questions which are today receiving much attention in various parts of India, especially in view of the present severe depression.

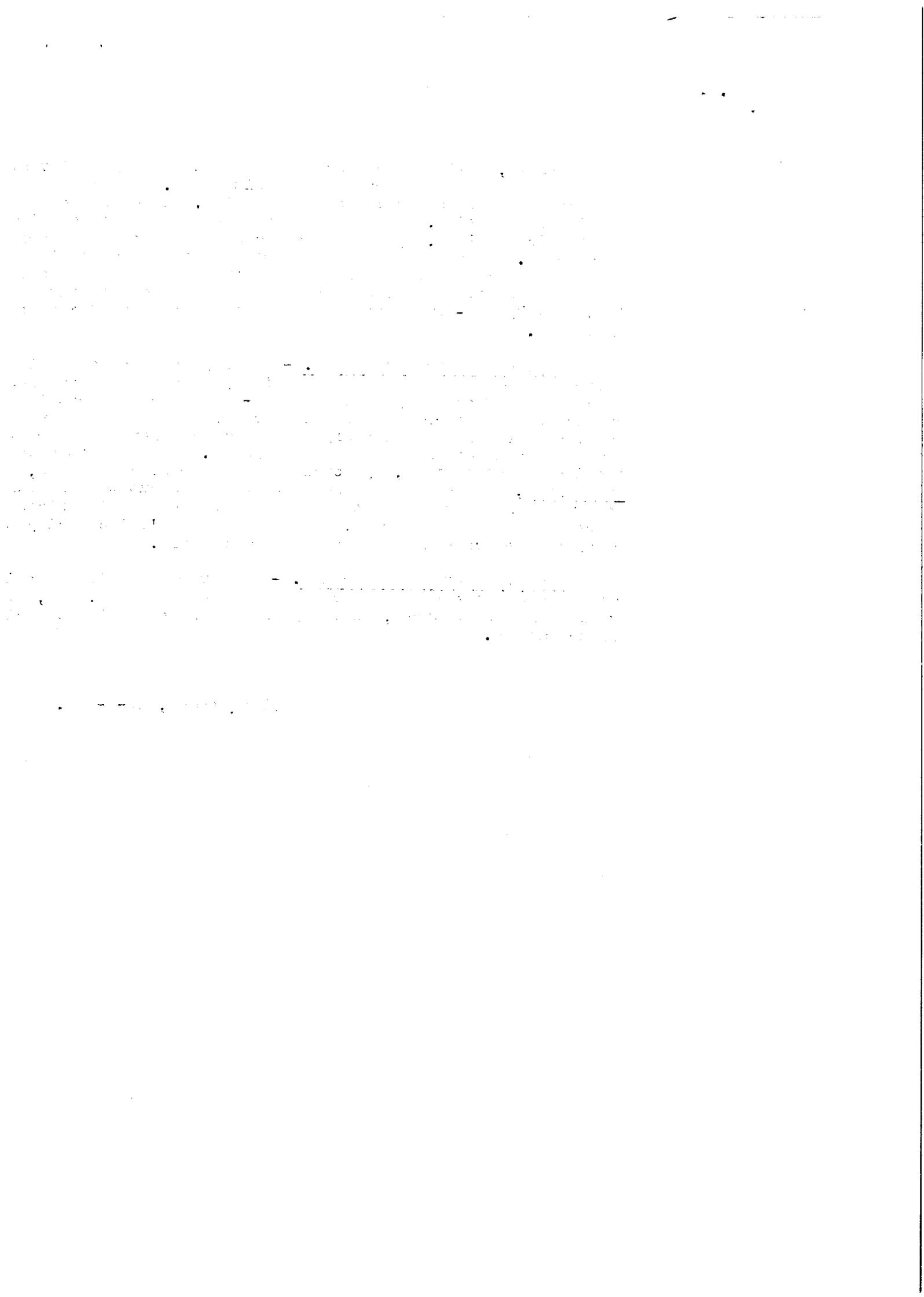
Principal Results Obtained. - The enquiries cover six districts and refer to 56 villages, of which 17 were near main communications and 39 away from these. The results show that in three districts conditions are not unsatisfactory as regards the size of holdings. In one other district land is monopolised by some holders and at the same time too much sub-divided. In the fifth district holdings are not uneconomic but water is insufficient and the outturn small. In the sixth district, although holdings are small climatic conditions are good. In the tables published we find that in the last 25 years ^{if the total area was transferred, the highest} 15.2 per cent. ~~of the total area was transferred, the highest~~ The causes of dispossession are mainly due to debts contracted for unproductive purposes, such as household and marriage expenses. In two districts there are other causes. "Transfers on account of the interference of village officers are of importance in Nanded and noticeable in Warangal".

Statistics of Indebtedness. - The most important part of the book is that containing statistics of indebtedness. Professor Iyengar divides debts into two classes - land mortgage debts and other debts, the latter class being calculated on resident families. This division has its drawbacks. The result is that it is difficult to get a clear picture of the average indebtedness of tenants who are in debt. The average debt of the resident family, including land mortgages, based on 5,330 families is Rs.124-13-0 and the

* Economic Investigations in the Hyderabad State 1929-30. Prof. Kesava Iyengar. (Governmental Central Press, Hyderabad, Deccan), 1931 - Rs.5-0-0.

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Social Conditions.✓ Immoral Traffic Amendment Act, 1930, Madras.Restricted Application to Madras City.

At page 42 of the report of this office for November 1931, reference was made to the passing of the Bill to amend the Madras Immoral Traffic Act, 1930, by the Madras Legislative Council on 30-10-1931. The following Press Communique dated Fort St. George the 13th February 1932, relating to the Madras Suppression of Immoral Traffic Act, 1930, and explaining why Government have found it impossible to bring into force certain sections of the Act, while bringing into force the other sections of the Act in Madras City and its environs immediately and later in a few selected areas as an experimental measure, has been issued by the Government of Madras.

Objects of the Amending Act.- The question of bringing into force the Madras Suppression of Immoral Traffic Act, 1930, has been engaging the attention of the Government since the passing of the Act in the Legislative Council in January 1930. It could not be brought into force earlier owing to the absence of the machinery postulated in the Act, namely, juvenile courts and rescue homes. The Act as it stood, applied as a whole to the Presidency and contained no provision enabling the Local Government to apply it either in part or to selected areas where juvenile courts and rescue homes were already in existence. To meet these difficulties the Government introduced in the Legislative Council in August 1931 an amending Bill which was passed into law in October 1931. The amending Act enables the Local Government to bring into force the Madras Suppression of Immoral Traffic Act in selected areas and to extend it gradually to other areas as circumstances permit, and to bring into force such of its provisions as may be practicable in any particular area. The Amending Act also dispenses with the necessity for juvenile courts for dealing with girls under section 6 of the Act where such courts do not exist.

Rescue Homes and Private Charity.- The amending Act removes one difficulty in the way of bringing the Act into force. The difficulty about rescue homes still remains. Section 6 of the Act empowers a magistrate to issue an order for the removal of a girl apparently under 18 years of age living in a brothel and for her custody until she attains the age of 21 years or for any shorter period in a rescue home or in such other custody as the court for reasons to be stated in writing shall consider suitable. The Select Committee which reported on the original Bill (the one which subsequently became the Act of 1930) inserted a clause making it obligatory on the part of the Local Government to provide the necessary

rescue homes. The Government were however unable to shoulder ~~the~~ financial responsibility in the matter and the Governor accordingly refused sanction to the introduction of the clause. The clause was therefore deleted by the second Select Committee. The policy of the Government in regard to the provision of rescue homes is as follows: At present they have no money to spare for an object, however deserving, for which it is normally the business of private charity to provide. It follows therefore that, if the whole Act is to be brought into force, rescue homes must be established and maintained by private bodies. Certain institutions have expressed their willingness to accept rescued girls and maintain them provided the Government pay a contribution for their maintenance. This is a proposition to which the Government cannot agree. The Act provides the machinery and it is for philanthropic bodies to make it workable.

Selected application.- In the absence of suitable rescue homes the Government are unable to bring into force those sections of the Madras Suppression of Immoral Traffic Act, namely, sections 6, 7, 8 and 16, which deal with the removal of girls apparently under 18 years of age from brothels and their custody in rescue homes. It is proposed to bring the other sections of the Act into force in Madras City and its environs, and later in a few selected towns as an experimental measure. These sections will be extended to other areas as circumstances permit.

(The Hindu, 15-2-1932).

✓ U.P. Suppression of Immoral Traffic Bill, 1932:

Referred to Select Committee.

On 24-2-1932, Mr. E. Ahmed Shah, the nominated non-official member to represent Indian Christians, moved in the U.P. Legislative Council a Bill for the suppression of Immoral Traffic in the U.P. He also moved its reference to a Select Committee.

Objects of the Bill.- The object of this Bill is to provide consolidated legislation for the suppression of immoral traffic in the United Provinces and give the authorities such powers as would materially aid them in checking the evil of commercialised vice and would lead to the gradual suppression of brothels and immoral traffic

Principal Provisions.- The means suggested in the present Bill are: (a) to strengthen the hands of the authorities in regard to rescuing ~~the~~ of minor girls from brothels or places used for carrying on the business of a prostitute; (b) to empower landlords to get rid of objectionable tenants; (c) to provide a ~~penalty~~ penalty - (1) for any person who keeps a brothel or permits the use of any place as a brothel or for carrying on the business of a prostitute; (2) for procurers, pimps, persons living on the earnings of prostitutes, or such persons as traffic in prostitution; (3) for solicitation in a public place; (4) for causing or encouraging or abetting seduction or prostitution of minor girls; and (5) for detaining minor girls

in any place where prostitution or the business of a prostitute is carried on. Punishment is provided for two years' imprisonment or fine of Rs. 1,000 or both for offences under the Bill, and girls below 18 years of age can be rescued by a police officer under the orders of a magistrate from houses of ill-fame and sent to rescue homes or other suitable custody (other than a police station or a jail). For determination of the question whether a girl produced before a court under this Bill is under 18 years of age, the decision of a civil surgeon is to be final.

Rescue Homes:-
~~Subordinate Legislation.~~ The Bill further empowers the local Government to make rules (a) for the care, treatment, instruction and maintenance of girls placed in rescue homes or other suitable custody, and (b) for the detention of girls under the provisions of section 1.

(The Leader, 26-2-1932).

The Council passed the motion for reference of the Bill to a Select Committee.

Remarriage of Hindu Widows: New Gwalior Legislation.

The remarriage of Hindu widows has been authorised by an Act passed by the Gwalior Assembly at the third sitting of its eleventh session held on 18-2-1932. ~~The debate on the measure was of a high standard and the galleries were full.~~

(The Times of India, 22-2-1932)

Co-operation.Progress of Co-operation in the Punjab, 1930-31.*

According to the Punjab Government, the progress of co-operation in the Punjab during the year ending 31-7-1931, considering the disturbed credit conditions during the period, was quite satisfactory. The following statement shows the general progress during the year so far as it can be recorded statistically.

Class	Societies		Members		Working Capital	
	1930	1931	1930	1931	1930	1931
Provincial Bank	1	1	13,008	13,090	Millions Rs. 279.7	Million Rs. 10.8
Central Credit	118	119	22,400	22,770	70.6	70.9
Central Non-Credit	40	44	4,379	5,561	0.5	0.6
Agricultural	17,222	17,541	540,338	569,296	81.0	84.9
Non-Agricultural	2,952	3,037	104,603	110,320	14.5	13.9
Total	20,333	20,742	684,728	721,037	176.3	181.1

Workers' Societies.- According to the report, there is now only one society that comes under the head of Production and Labour and that is the Urdu Press which is reported ~~to~~ to work satisfactorily. The Lahore Model Town Society - a building society - has already built 151 houses and has 29 under construction. During the year under review, the number of industrial societies and their membership decreased from 320 in 1930 to 314 and from 6,047 in 1930 to 5,721 respectively. The average membership per society fell

*Report on the working of Co-operative Societies in the Punjab for the year ending 31st July 1931. Lahore: Printed by the Superintendent, Government Printing, Punjab, 1932. Price: Rs. 3-8-0 or 5s.2d. pp. 50 + xviii.

from 19 to 18. Of the 314 societies, 192 are of weavers, and 57 of shoemakers. The remainder include those of tanners, dyers, copper-smiths, ironsmiths and furniture-makers, for the most part. There was a proportionate decrease in the working capital of these societies from Rs. 694,000 to Rs. 672,000. The value of raw materials advanced to members was Rs. 110,000 against Rs. 122,000 during the previous year and the value of members' goods sold Rs. 111,000 against Rs. 118,000 in the previous year.

(The Progress of Co-operation in the Punjab during 1929-30 is reviewed at pages 59-60 of the report of this Office for March 1931).

Education.

Dhanbad School of Mines: Progress in 1930-31.

A press note issued by the Industries and Labour Department of the Government of India on 12-2-1932 says:-

Nature of Studies.- The annual report of the principal of the Indian School of Mines, Dhanbad, on the working of the school for the session ending on October 31, 1931, discloses a successful year's work. The school provides training for the professions of mining engineer and geologist, and is under the management of a governing body appointed by the Government of India.

Progress of Students.- At the commencement of the session under review the total number of students on the roll was 71, of whom 14 were in the first year, 10 in the second year, 20 in the third year and 22 in the fourth year classes. The results of the examinations held in July last show a high percentage of passes, and the favourable comments made by the external examiners, two of whom are professors of important technical institutions in Great Britain, speak well of the standard attained in the examinations. In the diploma examinations for geology and mining engineering, out of the 22 candidates who sat for the examinations 21 were successful and out of the 29 candidates who sat for the examination for the certificate of the school, 28 passed.

Employment Bureau.- An employment bureau has been opened in the school for the purpose of assisting the passed students in finding suitable employments, and it is gratifying to find that the principal's efforts in finding employment for the passed students of the school are meeting with considerable success. During 1928-29, when the school produced its first batch of certificate-holders, employment was found for six who had decided not to proceed with further

studies. In 1929-30, 33 passed students secured employment or received scholarships for further training, the figure for the year under review being 17.

Recognition in Great Britain.- The School has been recognized by the Secretary for Mines, Great Britain, in respect of its diploma in mining engineering for the purpose of the examinations for the first and second class Colliery Manager's Certificates. It has also been recognized by the University of London for the purposes of the B.Sc. degree in engineering (mining) of that university. It is believed that this school is the first technical institution outside the British Isles that has been granted these concessions.

(The Leader, 19-2-1932).

✓ Primary Education in Baroda: Advisory Committee Appointed.

Orders have been passed by the Baroda Government transferring the responsibility of maintaining an effective control on the working of the primary schools to the village panchayats, to be exercised through the inspection committee consisting of the members of the Board, and establishing District Educational Committees with specific powers to advise the Government as to the particular needs in matters educational of the respective districts. With a view to ensure the efficient working of the advisory committees to which the Government attach much importance, the Dewan Saheb, Rao Bahadur V.T. Krishnama-chariar, has issued detailed instructions defining their powers and functions.

Functions of Advisory Committees.- Under these orders, the committee has been authorised to select school teachers for the elementary schools, and nominate candidates from amongst teachers to be deputed to the Training Colleges after holding necessary examination according to the syllabus prescribed by the Commissioner of

Education to ensure the selection of the most suitable candidates. It will also exercise the right to decide appeals against the decisions of the district Inspectors given at their quarterly meetings withholding ^{in 1934} ~~payments~~ to men teachers drawing upto Rs. 40 and women teachers Rs. 30 and under, and pass orders in the light of the criteria laid down in the Commission's circular. Another function entrusted to the committee is to fix ~~dates~~ dates for vacations in schools according to seasonal demands and also hours of school attendance suitable to local conditions.

Half Yearly Reports.- The Dewan Saheb further directs that every half year, the Divisional Inspectors should prepare a comprehensive review of the working of compulsion in his division dealing inter alia with the list of school children, grounds of exemption, proportion of absence with reasons thereof, nature and adequacy of punishment, withdrawal of pupils from schools before attaining literacy amongst the various village communities, improvements noticed in the quality of teaching consequent ~~on~~ the principle of granting bonus to teachers as a mark of appreciation of good services and lastly the interest taken by the village panchayats in the working of ~~the~~ compulsion. The Government desire that the district committee should make their observations and comment on the review prepared by the Inspectors before it is forwarded to the Commissioner of Education for submission to the Government.

Arrangements for Baroda City.- The order is made applicable to all four districts of the State except Baroda City proper where the City Municipality has been empowered to exercise all the functions of the Baroda District Committee which will confine itself to areas excluding the municipal limits.

(The Hindu, 23-2-1932).

Agriculture.Rural Uplift in Baroda: Kosamba Scheme.

The Baroda Government has sanctioned a scheme recently drawn up to provide the agricultural community with supplementary sources of income. Accordingly, it has been decided to open a rural reconstruction centre at Kosamba, a town on the B.B. and C.I. Railway between Surat and Ankleswar. The enterprise will be largely a non-departmental concern and will have considerable freedom of action. The scheme is estimated to cost Rs. 15,000 ^{per year} and will be given a trial for three years in order to find out whether it is capable of extension to other parts of the State. The centre will be under the charge of Mr. Jacobie, whose services have been lent to the State by the National Council of the Y.M.C.A.

(The Leader, 6-2-1932).

Maritime Affairs.Recruitment of Seamen in Bombay.

Reference was made at pages 62-65 of the report of this Office for December 1931 to the controversy between the National Seamen's Union of India, Bombay, and the Shipping companies in that city regarding the recruitment of seamen and to the communication addressed by the Bombay Chamber of Commerce to the Government of Bombay on the subject. From the reply received by the Chamber from the Principal Officer, Mercantile Marine Department, Bombay District, it appeared that while admitting that there were some cases of intimidation on the part of the Union Officials, the Shipping Master had not found it possible to take direct action against them for want of sufficient evidence. Under the circumstances it seemed to the Committee of the Chamber that shipping companies would have themselves to find a solution to the present difficulties, and that in their own interests, they should endeavour to do so. The Committee accordingly suggested to the companies that an arrangement on the following lines might be considered with a view to its adoption by those companies who found it feasible.

1. A register to be maintained by Shipping Companies wherein would be entered the names and particulars of all the ratings at the time they were signed off, a note being taken whether or not they were members of the Union.

2. When a crew or individual ratings were required, a selection would be made by the Shipping Company from those men who were shown on their register as being next in turn for employment, those registered as non-Union members being recruited by the Shipping Company direct, while application would be made to the Union, to supply those ratings who might be shown in the Shipping Company's register as being Union members.

3. In selecting crews, men who for reasons beyond their control were unable to serve more than six months in continuous employment would (other things being equal) be given preference over those ratings whose previous record of employment was twelve consecutive months.

4. Except in the case of principal ratings such as serangs, butlers, cooks, bakers, munshis, etc., the Shipping Company would endeavour, as far as possible, to arrange for employment to be given by turns to all its regular ratings.

5. A representative of the Union might, if desired, call at the office of the Shipping Company when a crew was to be engaged to ascertain what portion, if any, of the men required and selected by the Company were registered with the Company as Union members and to arrange for those ratings to present themselves for employment.

It was felt that an arrangement on these lines would conform with the Labour Commission's recommendations ^{of the Report of the Commission} (see pages 177-183), namely:- (1) the choice of selection to be with the Shipping Company; (2) no "First Voyagers" to be employed; (3) employment of regular employees in turn as far as practicable; and (4) close co-operation between Companies and the Trade Unions.

(Extracted from the Excerpts from the Proceedings of the Committee ~~during~~ of the Bombay Chamber of Commerce for January 1932).

The seamen's point of view on the question of recruitment was formulated at an extraordinary general meeting of the National Seamen's Union of India, Bombay, on 14-1-1932. Several seamen who were on the unemployed list also attended the meeting. It was pointed out that to replace the seamen discharged from the Clan Line ships in Bombay, crews were requisitioned from Calcutta, while in the case of the Scindia Line ships, some deck and engine serangs were kept continuously employed year after year to the exclusion of many who have served the Company loyally and were now unemployed. It was decided to move the authorities concerned to secure redress of the above grievances, and resolutions urging the Clan Line ~~of~~ ships to recruit crews from Bombay as they used to do till 1922 rather than get them from Calcutta, and protesting against the attitude of the Scindia Steam Navigation Company in their refusal to adopt the system of engagement of serangs, butlers and others by annual turns as has been in vogue in the P. and O., B.I., City and Hall Lines and other European Companies, were unanimously passed. (The Trade Union Record Jan. and Feb. 1932., Vol. II, Nos. 11 and 12).

Indian Coastal Traffic (Reservation) Bill, 1932.L. A. Bill No. 12 of 1932.

Reference had been made at page 9 of December 1928 report and page 45 of January 1929 report of this Office to the introduction of a Bill in the Legislative Assembly to reserve the ~~Coastal~~ traffic of India to Indian vessels. The Bill/^{lapsed}owing to the dissolution of the Assembly. A non-official Bill, the text of which is identical with the earlier one as approved by the Select Committee, was introduced in the present session of the Legislative Assembly on 18-2-1932. The following is the full text of the Statement of Objects and Reasons for introducing the Bill:

The object of this Bill is to provide for the employment of Indian tonnage in the coastal traffic of British India and of the Continent of India. This Bill is intended to serve as a powerful aid to the rapid development of an Indian Merchant Marine. Several attempts made in this direction in the past have all practically failed, owing, it is believed, to the existence of powerful non-Indian interests in the coasting trade of India. There can be no doubt that the growth of an Indian Merchant Marine would prove a powerful factor in the employment of Indian talent in various directions in a manner calculated to advance the national interests of India.

This Bill was introduced in the last Assembly by Mr. Sarabhai N. Haji, M.L.A. (vide page 9 of December 1928 Report and page 45 of January 1929 report of this Office), and was referred to a Select Committee whose report was presented to the House. The Bill then lapsed owing to the dissolution of the Assembly. The draft of the Bill now submitted is the same as was approved by the Select Committee.

(Extracted from the Gazette of India of 20-2-1932, No.8, Part V . pages 67-69).

Migration.Cape Town Conference.

Reference was made at page 61 of the report of the Office for January 1932 to the progress of the Cape Town Conference between the representatives of the Governments of India and South Africa, to review the working of the Cape Town Agreement of 1927. An impasse in the negotiations between the Government was reported by the Times of India representative in Durban on the question of the Transvaal Land Tenure Bill to which references were made in the earlier reports of this Office (Times of India, 1-2-1932). The Conference, however, concluded its session on 4-2-1932, and according to the Cape Town correspondent of the Times of India, there is every reason to believe that an agreement has been reached in regard to the revision of the Cape Town Agreement and the Land Tenure Bill. The terms of this agreement are being kept secret at present, presumably awaiting the formal approval of the two Governments. The agreement reached at the Conference is to be published later on simultaneously in India and South Africa. (The Times of India, 6-2-1932).

East African Indian National Congress, 1932

The Eleventh Annual Session of the East African Indian National Congress was held at Nairobi during the first week of January 1932 under the presidentship of Mr. Amritlal D Seth. The chief question before the Congress was the consideration of the Report of the Joint Parliamentary Committee on the question of Closer Union of East Africa. (vide pages 69-73 of the November 1931

report of this Office for a summary of the report). The following two resolutions, the first on the subject of communal franchise and the second on the present unemployment situation among Indians in East Africa, was passed among others by the Congress:-

The Indian Community feels it a piece of discourtesy to them by the European settlers in refusing to have the names of the Indians on the same electoral roll, deeply regrets the countenance given to ~~this~~ racial prejudice by His Majesty's Government, requests them, the Parliament and the British public, to close this chapter of racial prejudice by removing this grievance and wishes finally to tell them that the Indian community will never agree to work this communal franchise.

In view of the drastic retrenchment of Indians from railway and government employment effected during the last year and still in course of being carried out, and in view of the consequent unemployment and economic distress, this Congress requests the Government to prepare without loss of time an Indian Settlement Scheme for the benefit of Indians unemployed in consultation with this Congress.

(The Statesman, 5-2-1932).

Repatriation of Indians from Malaya.

The following statistics regarding the number of Indian labourers and their dependants repatriated from Malaya between 1-6-1930 and 31-12-1931 are taken from the answer given to a question on the subject put in the Legislative Assembly on 3-2-32 by Mr. N.S.Dudhuria, M.L.A. The following is the text of the answer:-

"The number of Indian labourers and their dependents who were repatriated from Malaya between the 1st June, 1930, and the 31st December, 1931, was 130,781. The cost of repatriation is borne wholly or in part by the Malayan Government, the Indian

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Immigration Fund and the employers of labour, according to the circumstances of each case. The main causes are unemployment owing to depression in the rubber and tin industries and also, in some cases, to unwillingness to accept work on reduced wages."

In answer to another question regarding the steps taken by the Government to prevent Indians from going to Malaya and South Africa, the Government replied that recruitment of Indian labourers for Malaya has already been stopped and that only such persons are assisted to emigrate as have left their families in that country. As regards South Africa the position was that emigration for purpose of unskilled work is not permissible under the Indian Emigration Act.

(Legislative Assembly Debates
of 3-2-1932, Vol.I.No.7 Page 335).

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for March 1932.

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References to the I.L.O.

The Hindustan Times of 11-3-1932 and other papers publish a news item to the effect that Dr. P.P. Pillai, Director of this Office, left Delhi on 9-3-1932 en route to Geneva to attend the 16th session of the International Labour Conference.

... ..

The Times of India of 7-3-1932 publishes a news item to the effect that Mr. Shanmukham Chetty, employers' delegate to the 16th I.L. Conference, will sail from Bombay on 24-3-1932 to attend the Conference.

... ..

The February 1932 issue (Vol.V, No.38) of the E.B.Railway Labour Review, Calcutta, publishes at page 14 a brief summary of the agenda of the 16th I.L. Conference.

The same issue of the Review contains the following reference to a session of the Unemployment Committee of the I.L.O.:-

"At the recent session at Geneva of the Committee of ^{the} International Labour Office for combating of unemployment, the Employers' representatives made a frantic attempt to convince the Committee that the shortening of working hours would mean a considerable rise in the cost of production. But the leader of the workers' group retorted by declaring that all that the employers think was to do nothing for their employees. Employers are against an international Convention because they are afraid that it would smooth the way to a planned economic system".

... ..

The roneed "Monthly Circular" of the Karachi Indian Merchants' Association, contains at pages 15 and 16 an item summarising the agenda of the 16th session of the I.L. Conference. The item also contains the following reference to the Government of India's action in

defining what associations are representative of employers:-

"The Government this time, laid down the definition of an Association representative of Employers as one that dealt with the interests of employers as such, regulated conditions of employment, etc. and required that Associations making recommendations regarding nomination of the Employers' delegation should show that they came under the definition. The Committee addressed a letter on 13th January 1932 to the Government of India, Department of Industries and Labour, protesting against their attempt to lay down as to what constituted an Employers' Organisation, as such action is against the spirit of the Treaty of Versailles".

... ..

The Leader of 12-3-1932 publishes an article under the caption: "Mr. Ford and Geneva - I.L.O.'s Work for Detroit" contributed anonymously to it. The article gives an informative summary of the report issued by the I.L.O. in this connection and pays enthusiastic tributes to the services rendered to the labour cause by the I.L.O. by the publication of an authoritative and scientific report on comparative costs of living.

... ..

The March 1932 issue (Vol. XI, No.3) of the Labour Gazette, Bombay, publishes at pages 567-568 a brief summary of the recent I.L.O. report on Costs of Living in Fourteen European Cities.

The same issue of the Labour Review reproduces at pages 551-552 a note on World Employment in 1931, published in Industrial and Labour Information dated 18-1-1932.

... ..

In the Council of State on 14-3-1932, Mr. J.C.B. Drake, Commerce Secretary, laid on the table a statement informing that the Government of India proposed to await further developments at Geneva before taking any further action regarding the ratification of the Draft Conven-

tion and recommendations being accepted concerning protection against accidents of workers employed in loading and unloading ships.

An identical statement was made in the Legislative Assembly on 29-5-1932 by Sir George Rainy.

Full publicity is given to the statement in the Leader of 17-3-1932, the Hindustan Times of 17-3-1932 and in all papers.

The full text of the statement is ^{given} ~~made~~ in the section: "Ratifications" of this report.

... ..

The Hindustan Times of 21-3-1932, the Leader of 22-3-1932 and all papers publish a communiqué issued by this Office on the Blue Report issued by the I.L.O. on "Partial Revision of the Convention concerning Protection against Accidents of Workers employed in Loading and Unloading ships".

(Six copies of this Communiqué were forwarded to Geneva with this Office's minute H 2/604/32, dated 24-5-1932).

... ..

The March 1932 issue (Vol. IX, No.6) of the Indian Labour Journal Nagpur, publishes at pages 83-87 the first instalment of a long article entitled: "The International Labour Office" contributed by Mr. Frensis B. Gilbert, Americal Consul, Geneva. The article fully explains the constitution and working of the I.L.O., the functions of the International Labour Conference and the special obligations of Member States.

... ..

The January and February 1932 combined issue (Vol. IX, Nos. 4 and 5) of the Indian Labour Review, Nagpur, publishes at pages 63-66 an article on "Indian Workers' Housing" contributed by Mr. Rajani Kanta Das, a member of the Geneva staff of the I.L.O.

... ..

The March 1932 issue (Vol. III, No. 3) of the Indian Post, the official organ of the A.I. Postal and R.M.S. Union, publishes at pages 98-101, an article entitled "The World and the Worker - The I.L.O. at Geneva" contributed by Mr. K.E. Matthew, a member of the staff of this Office.

The same article is published at pages 193-196 of the January and February combined issue (Vol. 3, Nos. 7 and 8) of the N. and S.M. Railwayman, Madras.

(A copy of the March 1932 issue of the Indian Post was forwarded to Geneva with this Office's minute H 4/811/32, dated 21-4-1932).

... ..

The February and March combined issue (Vol. I, Nos. 4 and 5) of The New World, Lahore, publishes at pages 26 et seq. an article under the caption "The I.L.O. and Democracy" contributed by the Director of this Office.

(A copy of the February and March combined issue of the New World has been forwarded to Geneva with this Office's minute H 4/810/32, dated 21-4-1932.)

... ..

The Daily Herald, Lahore, of 14-3-1932 and other papers publish fairly full accounts of a meeting held at the New Delhi Y.M.C.A. on 11-3-1932, presided over by Mr. K.E. Matthew, a member of the staff

of this office, when Mr. K.D. Shahane, B.A., Member, Servants of India Society, delivered a lecture on "Problems of Indian Rural Reconstruction". In the course of his presidential speech, Mr. Matthew made references to the efforts of the I.L.O. for bettering the conditions of agricultural workers the world over.

... ..

The Hindu of 16-3-1932 publishes a fairly full summary of Mr. M Joseph F. Duncan's article entitled "A New Policy for Agricultural Labour" originally published in the February 1932 issue of the International Labour Review. The same article is published in full in two instalments in the issues of "Federated India" dated 23-3-1932 and 30-3-1932 (Vol.VI, Nos. 12 and 13).

(The article was supplied by this office to the above and other Indian journals as per directions contained in Geneva Minute S 442/3, dated 29-1-1932 forwarding the article. The issues of the Federated India were forwarded to Geneva with this Office's Minute X/769/32, date. 14-4-1932).

... ..

In the notice of the annual meeting of the Senate of the Madras University to be held at Madras on 21-3-1932, published in the Hindu of 2-3-1932, mention is made of a resolution urging steps to be taken in consultation with Principals of Colleges to arrange for lectures to be given in colleges each year under the auspices of the University on "Modern Developments in International Law", with special reference to the League of Nations and its auxiliary organisations and for the publication of a text-book on the League of Nations with special reference to its connection with India.

... ..

Attention is invited to the following interpellations in the Council of State on 3-3-1932, and the Legislative Assembly on 23-3-32:

(1) by the Honourable Phiroze Sethna in the Council of State re names and numbers of Indians employed at the League of Nations Secretariat, Geneva, in receipt of annual salaries of £200 and above (pages 136-137 of the Council of State Debates of 3-3-1932, Vol.I, No.6)

(2) by Mr. K.P. Thampan in the Legislative Assembly re the amount of contributions from different nations to the League of Nations

Below are reproduced the subsidiary questions put and answers given in the Assembly in continuation to Mr. Thampan's question:

"Mr. K.P. Thampan: May I know whether India has derived any specific benefit by being a member of the League of Nations?"

Sir Lancelot Graham: I should imagine that India had has derived the benefit which the rest of the world has derived from the League of Nations.

Mr. K.P. Thampan: In view of the fact that the authority of the League Council has not been respected by Japan in regard to the Manchurian question, will the Government of India consider the desirability of stopping their contribution to and withdrawing from the membership of the League of Nations?

Sir Lancelot Graham: May I know if that arises out of the question?

Mr. President: I think it does.

Sir Lancelot Graham: In that case I must reserve my answer.

Sardar Sant Singh: May I know if India has ever voted independently of Great Britain in the League of Nations?

Sir Lancelot Graham: I would ask for notice of that question.

Dr. Ziauddin Ahmad: Will Government be pleased to consider as a measure of retrenchment the reduction of India's contribution to this pleasant club called the League of Nations?

Sir Lancelot Graham: The Honourable Member is asking the Government to consider what is quite impossible. We have either got to remain in the League of Nations or not: we cannot reduce our subscription as we please.

Mr. K.P. Thampan: Is it a fact that, constituted as at present, India only helps Great Britain to increase its number of votes in the League?

Sir Lancelot Graham: Certainly not.

Dr. Ziauddin Ahmad: Is it not a fact that other countries have as a matter of retrenchment reduced their contributions?

Sir Lancelot Graham: It is certainly not a fact.

(pages 2347-2350 of the Legislative Assembly Debates of 23-3-1932, Vol.III, No.7)

Ratifications.

Draft Convention and Recommendations concerning the Protection
Against Accidents of Workers employed in Loading or Unloading
Ships adopted by the International Labour Conference at its
Twelfth Session held in 1929: Ratification Postponed.

Council of State.

The following extracts are taken from the Council of State Debates of 14-3-1932:-

The Honourable Mr. J.C.B. Drake (Commerce Secretary): On the 15th July, 1930, this House adopted the following Resolution moved on behalf of Government:

"This Council having considered:

- (1) the Draft Convention concerning the protection against accidents of workers employed in loading or unloading ships;
- (2) the Recommendation concerning reciprocity as regards the protection against accidents of workers employed in loading or unloading ships; and
- (3) the Recommendations concerning the consultation of workers' and employers' Organisations in the drawing up of regulations dealing with the safety of workers employed in loading or unloading ships;

adopted by the International Labour Conference at its Twelfth Session recommends to the Governor General in Council that he should examine the possibility of giving effect to the above Convention and the Recommendations and that the results of this examination should be placed before the Council within eighteen months from this date".

2. The Government of India consulted the Local Governments and through them the Port Trusts and commercial bodies as to the desirability of ratifying the Draft Convention and accepting the Recommendations referred to in the above Resolution. The replies received showed that the weight of opinion was in favour of the Draft Convention being ratified and the Recommendations being accepted. After considering the replies the Government of India came to the conclusion that the Draft Convention should be ratified and the Recommendations accepted on behalf of India and that necessary legislation should be undertaken to give effect to them. Subsequently, however, they received intimation from the International Labour Office that certain Governments had met with difficulties of a practical nature when considering the question of ratifying the Convention, and had approached the Office with the suggestion that, in order to remove these diffi-

culties, the Draft Convention should be modified. An examination of the points of difficulty raised by the Governments referred to above showed that similar difficulties would arise in India and that the amendments to the Draft Convention suggested by the Governments in question would remove them. In the circumstances the Government of India decided to postpone the question of introducing legislation to give effect to the Draft ~~Convention~~ Convention till the decision of the Governing Body of the International Labour Office on the proposal for the revision of the Draft Convention had been received.

3. The Government of India have now received intimation that the Governing Body of the International Labour Office have placed the question of the partial revision of the Draft Convention on the Agenda of the Sixteenth Session of the International Labour Conference which is to open at Geneva on the 12th April, 1932. In the circumstances the Government of India propose to await further developments before taking any further action regarding the ratification of the Draft Convention and the acceptance of the Recommendations.

(Reproduced from pages 229-230 of the Council of State Debates, 14-3-1932, Vol.I, No.10).

(For report of previous reference to debate in the Indian Legislature on this Convention, see pages 26-31 of the July 1930 report of this Office).

Draft Convention and Recommendations Re Protection
Against Accidents of Workers Employed in Loading and Unloading
Ships: Ratification Postponed.

Legislative Assembly.

An identical statement as the one made in the Council of State by the Honourable Mr. J.C.B. Drake (Commerce Secretary) on 14-3-1932 on the above Convention, was made in the Legislative Assembly by the Honourable Sir George Rainy (Leader of the House) on 29-3-1932.

(For full text of Statement, see pages 2618-2619 of the Legislative Assembly Debates of 29-3-1932, Vol.III, No.9).

National Labour Legislation

The Tea Districts Emigrant Labour Bill - 1932.

On 11-3-32 Sir Joseph Bhowe (Member for Industries and Labour) introduced in the Legislative Assembly "The Tea Districts Emigrant Labour Bill" (L.A.Bill No.28 of 1932). The text of the Bill is published at pages 125-134 of Part V of the Gazette of India dated 12-3-1932. As the text of the Bill is too lengthy for reproduction, the main headings of the Bill are given below:-

The Tea Districts Emigrant Labour Bill.

(L.A.Bill No. 28 of 1932).

Chapter I - Preliminary.

Sections. - 1.Short title, extent and commencement. 2. Definitions. 3. Appointment and status of Controller and Deputy Controller. 4. Powers of the Controller. 5. Emigrant Labour Cess. 6. Power to make rules for the collection of the Emigrant Labour Cess.

Chapter II - Repatriation.

7. General right of repatriation after three years in Assam. 8. Right to repatriation on dismissal. 9 Rights of repatriation of family of deceased emigrant labourer. 10. Right to apply for repatriation in certain circumstances. 11. Power of criminal Courts to order repatriation. 12. Incidents of the right of repatriation. 13. The discharge of an employer's duty to repatriate. 14. Postponement, waiver and forfeiture of the right. 15. Power of the Controller to enforce the provisions of this Chapter.

Chapter III - Controlled Emigration Areas.

16. Power to declare controlled emigration areas. 17. Power to grant licenses to local forwarding agents. 18. Recruits in controlled emigration areas to be sent to forwarding agents' depots. 19. Assisted emigrants to be forwarded to Assam by local forwarding agents by prescribed routes. 20. Maintenance of depots along prescribed routes. 21. Power of Local Government to make rules. 22. Inspection of depots, vessels and vehicles. 23. Action where proper arrangements not made for assisted emigrants. 24. Cancellation of licences. 25. Penalty for illicit abetment of emigration.

Chapter IV- Restricted Recruiting Areas.

26- Power to declare restricted recruiting areas. 27. Restriction on recruitment in such areas. 28. Grant of licences to recruiters. 29. Grant of certificates to garden-sardars. 30. Cancellation and suspension of recruiter's licence. 31. Cancellation of garden-sardar's certificate. 32. Penalty for illicit recruitment.

Chapter V - Supplemental.

33. Prohibition of the recruitment of children. 34. Power to detain and return sick persons. 35. Power to return person improperly recruited. 36. Power to enforce the provisions of sections 34 and 35. 37. Magistrates and medical officers who may exercise the powers of the Controller. 38. Power of Governor General in Council to make rules. 39. Powers to extend the scope of this Act. 40. Repeal of Act VI of 1901 and certain consequences.

Statement of Objects and Reasons.

The following is the statement of objects and reasons of the Bill:-

The Assam Labour and Emigration Act, 1901, which regulates emigration to the tea districts of Assam, was designed, like its predecessors, mainly to regulate the recruitment and engagement of indentured labour. It has not been possible for some years for any workers in Assam to be subjected to a penal contract and, in consequence of this and other changes, the law is entirely unsuited to present conditions. Attempts were made by amending Acts in 1908, 1915 and 1927 to adapt the Act to meet altering conditions; substantial parts of it have been repealed and large numbers of rules have been framed in the endeavour to use the Act to regulate the recruitment of emigrants who are subject to no indenture. These changes have proved inadequate and they have made the law extremely confused. Large parts of the surviving provisions of the Act have become completely ineffectual and those provisions which are operative are open to weighty criticisms.

2. In 1926, the Government of India addressed the Local Governments mainly concerned suggesting that the time might have come for the abolition of all control over recruitment and that, if ~~the~~ this was inadvisable, considerable changes should be made in the law. The replies received agreed in regarding some restrictions on recruiting as still essential and the existing restrictions as unsatisfactory. The Government of India accordingly drafted an Assam Recruitment Bill, which was sent to the local Governments in December, 1928. By the time criticisms of it had been received, the Royal Commission on Labour had been appointed and a decision was deferred until they had reported. They collected a large amount of evidence on the subject and devoted Chapter XX of their Report to a discussion of it. As a result, they recommended the replacement of the existing legislation by a new enactment. The Bill follows the scheme prepared by the Commission, whose recommendations have been varied in respect of minor details and supplemented where necessary.

3. The first object of the Bill is to make it possible, on the one hand, to exercise all the control over the recruitment and forwarding of assisted emigrants to the Assam tea gardens as may be justified and required by the interests of emigrants and potential emigrants and, on the other hand, to ensure that no restrictions are imposed which are not so justified. The ideal, now as in the past, is the reduction of restrictions to a minimum and the establishment of such conditions as will make it possible to dispense with all control. This ideal has recently been endorsed by both the Royal Commission on Agriculture and the Royal Commission on Labour. It is desirable, therefore, that the provisions relating to control should be sufficiently elastic to allow of their complete or partial relaxation as and where this is required, and sufficiently wide to deal with any possible recrudescence of recruiting abuses. The Bill proposes that Local Governments should be able, subject to the control of the Government of India, to impose control over the forwarding of assisted emigrants (clause 16 and Chapter III generally) or over both their recruitment and their forwarding (clauses 16 and 26 and Chapters III and IV generally) as occasion may dictate. Under the former system, assisted emigrants will ordinarily be forwarded through licensed local agents in the recruiting districts (clauses 17, 18) by prescribed routes (clause 19) on which provision for food, shelter, etc., must be made by employers and medical supervision

can be exercised (clauses 20, 34, 36 and 37(4)). Only employers who make satisfactory provision will be able to secure and retain licenses for local agents (clause 17(3)), and the operations of local agents and others engaged in forwarding will be subject to inspection and ~~xxx~~ scrutiny (clauses 4 and 22). Under the latter system, employers will, in addition, be prevented from recruiting otherwise than by means of certificated persons employed in the gardens (garden-gardars), or recruiters licensed in the recruiting provinces (clauses 27 and 28). But the ordinary provisions relating to either system may be relaxed to such extent as seems desirable in any area to which the system is applicable (provisos to clauses 16(1) and 26(1)).

4. In addition, the Bill seeks to secure for all those who are to emigrate under it the right to be repatriated from Assam (Chapter II) with their dependants (clause 9) at the employer's expense (clause 12). Ordinarily this right will accrue after three years from the date of entry into Assam (clause 7). It will also be possible to claim repatriation within three years in the event of the emigrant (a) being dismissed otherwise than for wilful misconduct (clause 8), (b) failing in health, (c) not being provided with suitable work, or (d) having his wages unjustly withheld (clause 10). Repatriation within one year of entry to Assam will also be possible where there has been fraud or misrepresentation or other irregularities in recruiting (clauses 10 and 35). Further, repatriation can be ordered at any time by a criminal Court in the case of a labourer who has been assaulted by the employer or his agent (clause 11). It is believed that the offer of these rights of repatriation to emigrants will benefit not merely emigrants but the industry as a whole by removing a serious obstacle to the flow of suitable labour, and that the existence of an adequate supply of such labour will go far to remove the conditions which make it undesirable at present to dispense with control over emigration.

5. For the general administration of the system which the Bill seeks to establish, it is proposed to appoint a Controller of Emigrant Labour with some staff and possibly a Deputy Controller (clause 3). The charges will be met by the tea industry through a cess of somewhat similar character to that raised under the present Act for the Assam Labour Board (clause 5). The Controller is intended to be an officer subject to the Government of India and responsible for

- (a) enforcing the law relating to repatriation in Assam (clauses 4, 8 - 10, 12-15), collateral powers being given to District Magistrates (clause 37);
- (b) supervising the forwarding routes (clauses 4, 34-36);
- (c) supervising conditions in the recruiting provinces, where his powers will be limited to inspection and advice (clauses 4, 17(3)), executive action being entrusted to the local authorities (Chapters III and IV).

He should thus be able to secure the proper co-ordination of the whole system, and to advise regarding possible relaxations of control or the imposition of further restrictions under the Act, if required. It is intended that, with the appointment of the Controller, the Assam Labour Board, which has since 1915 exercised some supervision, without executive authority, in the recruiting provinces, should be abolished.

6. Apart from the main changes proposed in the law and explained above, the Bill involves a number of minor alterations in the present position.

(a) The Bill is not limited in its initial application to certain provinces (clause 1(2)). So to limit it would involve the limitation of repatriation rights to emigrants from these provinces, while its general extension does not render obligatory the extension of control to areas at present uncontrolled.

(b) It will no longer be possible to restrict the recruitment of labour within Assam itself, cf. Report of the Royal Commission on Labour, page 373 (clause 2(c)).

(c) Unassisted emigration will be entirely free; control can only be exercised where material assistance is given (clause 2(f)).

(d) The engagement and forwarding of emigrants who are merely returning to Assam after leaving it as adults will be uncontrolled (clauses 2(f) and 2(g)).

(e) It will no longer be possible to prohibit recruitment for Assam; with the complete abolition of penal contracts, the prohibition of recruitment for certain districts of India cannot be justified in the interests of labour, cf. Reports of the Royal Commission on Agriculture, page 581, and of the Royal Commission on Labour, page 363.

(f) Managers and other supervising officers on tea estates will be able to receive certificates to conduct recruiting in restricted recruiting areas (clause 29).

(g) It is proposed that in all areas, controlled or uncontrolled, it should be unlawful to assist persons under 16 to emigrate unless they are accompanied by their parent or guardian (clause 33).

(h) It is proposed that it should be possible to detain and return at the employer's expense sick persons emigrating from any province (clause 34).

(i) The provisions of the Bill are intended to apply only to emigration for work on tea plantations in the first instance; but power is retained to extend its application to other industries in Assam and to other districts than the eight tea districts. This power could be used if labourers are imported to other forms of industry with a view to their transference to tea estates, or if the tea industry develops in other parts of Assam (clause 39).

Implementing of Whitley Recommendations:

Promise of Accelerated Legislation.

In the course of the debate on the General Budget, Mr. N.M. Joshi moved on 17-3-32 a token cut of Rs.100 under the head "Executive Council" to record his censure of Government in delaying to give effect to the recommendations of the Royal Commission on Labour. "The commissioners," he declared, "were not revolutionaries; they were men with a full sense of responsibility, men like Mr. Whitley and Mr. Sastri. If you do not give effect to their recommendations, not within reasonable time, but in time, then the revolutionary element in labour will gain strength". Mr. Joshi then surveyed the field of the Labour Commission's recommendations and referred to the emphasis laid by that Commission on the proper representation of labour in the provincial and central legislatures. Why then, he asked, had the Foreign Secretary and the Government failed to provide for labour representation in the N.W. Frontier Province Council? He held that about two lakhs out of 22 lakhs of the population represented labour and he insisted that labour must find representation at least among the nominated non-officials.

Sir Joseph Bhore on behalf of the Government of India said that the 350 recommendations of the Commission could not be given effect to in a day. The majority of them concerned the local Governments and other bodies over whom the Central Government had no control. Then again, owing to retrenchment, they had not enough staff to push on with this work, and labour legislation, however important, was not the only (nor the most) important of the legislative activities of

K.2.

Government. From the nature of the business before the House it was apparent that progress could not be much accelerated. Government had already brought forward some Bills, while others relating to trade disputes, mines and land acquisition and other matters were under consideration. He hoped that by the autumn session of the Assembly decisions on most of these would be completed. He again assured the House that Government would continue steadily to pursue the examination of the Commission's proposals.

Mr. Joshi said that though he was dissatisfied he would withdraw his motion.

(The full text of Mr. Joshi's speech and the replies given on behalf of the Government are given at pages 2145-2155 of Legislative Assembly Debates, 17-3-32, Vol.III, No.4).

Conditions of Work in the Indian Posts &
Telegraph Department - 1930-31.*

The following information about the conditions of work of Indian Postal and telegraph employees is taken from the annual report of the Indian Posts and Telegraphs Department for the year 1930-31 issued by the Director General of Posts and Telegraphs:-

Strength of Working Staff. - According to the statistics published in the report, the Department employed during 1930-31 a staff of 132,398 employees, as against 131,917 employees during the previous year. Out of this number, 29,159 employees were sub-postmasters and clerks in the time-scale, 22,447 were urban postmen, 8,907 were village postmen, 1319 were branch postmasters (~~xxxx~~ Departmental), 18,287 were branch postmasters (extra departmental), 14,367 were runners, and 13,638 were other inferior servants. The department consists of three branches, the postal, the telegraph and telephone, and the wireless branches. The headquarters staff included about 23 superior officers belonging to the Direction, 18 selection grade posts, 179 time-scale posts and 129 inferior servants.

Volume of Business Transacted. - At the close of 1930-31 there were 115,205 postal officials, 24,175 post offices, and 169,558 miles of mail lines. During the year 1,299.7 million articles, including 54 million registered articles, were posted; stamps worth Rs.63 millions were sold for postal purposes; over 39 million money orders of the total value of 864.8 millions of rupees were issued; a sum of about

* Indian Posts and Telegraphs Department - Annual Report for the year 1930-31 (With a Review of the Progress of the Department for the quinquennial period 1926-27 to 1930-31) - New Delhi: Printed by the Manager Government of India Press: 1932 - Price Rs.2 As.4 or 4s. 7 pp. 125 .

Rs.247 millions was collected for tradesmen and others on value-payable articles; over 5 million insured articles valued at 1,387.5 millions of rupees were handled. Customs duty aggregating over 6.6 million rupees was realised on parcels and letters from abroad; pensions amounting to Rs.16 millions were paid to Indian Military pensioners and 14,091 lbs. of quinine were sold to the public. On the 31st March 1931, there were 2,477,613 savings bank accounts with a total balance of Rs.370 millions and 79,058 Postal Life Insurance policies with an aggregate assurance of Rs.149.6 millions.

Air Mail Service. - The Karachi-London air mail service continued to be operated by Imperial Airways Ltd. During the year 51 aeroplanes arrived at and 52 planes left Karachi with mails weighing 41,715 lbs. and 39,347 lbs., respectively compared with 30,392 lbs. and 26,746 lbs. in the previous year. The total number of air mail articles despatched from India in connection with the westbound plane during the year 1930-31 was 1,006,200. The service continued to be efficient and punctual except in the winter months when on account of unfavourable weather conditions in Europe, the planes arrived late by one day on six occasions and by two days on three occasions.

P. & O.Contract. - During the year 52 steamers left London with the mails for India, and the same number of steamers left Bombay with the mails from India. The average time occupied, including the transit of the ~~xx~~ mails by the overland route London-Marseilles, was 14 days 5 hours from London to Bombay, and 14 days 4 hours from Bombay to London compared with 14 days 9 hours and 14 days 6 hours, respectively, during the preceding year.

Operations of Savings Bank. - The number of active accounts

at the end of the year 1930-31 was 2,477,613 as against 2,304,904 at the close of the preceding year. The total balance at the credit of depositors amounted to Rs.370,259,874. The average balance at the credit of a single depositor amounted to Rs.14244 at the end of 1930-31, as against Rs.161.10 in 1929-30.

Post & Telegraphs Account Enquiry Committee. - In February 1931 the Governor-General in Council appointed the Posts and Telegraphs Accounts Enquiry Committee with Sir Cowasjee Jehangir, M.L.A., as chairman. The Committee was required to examine the existing system of accounting in the Department in order to see how far it was achieving its object of presenting a true picture of the commercial results of the Department's working, with particular reference to the provision made for depreciation, the assessment in respect of pensionary liability and interest charges, the allocation of the sale proceeds of unified stamps and credits allowed on account of services rendered to other Departments. The Committee commenced its sittings on the 21st February 1931 at New Delhi and had not concluded its labours at the close of the year.

Revision of Pay. - The scales of pay of the following establishments were revised with effect from the 1st April 1930:-
(1) The clerical and other miscellaneous staff of the office of the Director-General including the Wireless Branch; (2) The permanent wholetime sweepers, bhisties, methars, head sweepers and jamadar messengers of Calcutta; and (3) Clerks and certain other staff employed at Benares. With effect also from the 1st April 1930 the fixed rates of subsistence allowance of task work telegraph messengers were converted into time-scale ones.

Co-operative Credit Societies.- (a) Postal. Postal Co-operative Credit Societies continued to flourish during the year. The number of Societies stands at 43. The membership increased from 44,426 to 50,544 and the subscribed capital from Rs. 1.73 millions to over Rs. 2.04 millions. Loans amounting to about Rs. 4.55 millions were advanced to 20,906 members compared with Rs. 3.05 millions to 19,707 members in the previous year. A feature of the Postal Co-operative Credit Societies is the institution of Fidelity Branches under which the Societies issue Fidelity Bonds to their members as one of the forms of security required by the Department. The revenue derived from this form of business is considerable, while the demands by the Department are comparatively small. The Societies are therefore able to benefit very greatly by guaranteeing the honesty of their members and the members enjoy larger dividends owing to the general integrity of the general body.

(b) Telegraph.- The Telegraph Co-operative Credit Societies at Agra, Belgaum, Bombay, Calcutta, Karachi, Lahore, Madras and Rangoon continued to make satisfactory progress and the total number of members rose from 4,825 to 5,144.

Commenting on the usefulness of these co-operative societies, the report observes:-

"The existence of Postal and Telegraph Co-operative Credit Societies has undoubtedly been a blessing to the staff in saving them in innumerable instances from getting into and remaining in the hands of professional money-lenders. If properly administered and organised they give wide-spread benefit, financial advantage and a feeling of self-respect to their members. At the same time unless carefully watched by the office holders abuses are liable to creep in and instead of being a benefit, a Co-operative Society may end in being the reverse. On the whole the administration of the Societies in the Department is good and, if the watchfulness of the office bearers is maintained they will continue to do the excellent work which they now effect."

Financial Results for 1930-31: Postal Branch.- The accounts show that the receipts for the year amounted to Rs. 75,091,571 and the charges (including interest on Capital Outlay) to Rs. 81,500,583, the result being a net loss of Rs. 6,209,212 as compared with a net loss of Rs. 2,147,333 shown in the accounts for the year 1929-30. The expenditure increased by nearly Rs. 0.2 million while the receipts decreased by nearly Rs. 3.9 millions, the net result being approximately Rs. 4.1 millions worse than that for 1929-30. This deterioration in the financial position is mainly attributable to continued falling off in the receipts on account of decline in traffic and general trade depression.

Telegraphs Excluding Radios.- Telegraph receipts during 1930-31 amounted to Rs. 26,767,258 and Telegraph expenditure (including interest on Capital Outlay) to Rs. 32,893,992 with a resulting loss of Rs. 6,126,734 as compared with a loss of Rs. 2,520,942 in 1929-30. Thus the results of working this branch alone are worse than in the previous year by Rs. 2.6 millions. The increased loss is due to bad economic conditions and general trade depression.

Radio Telegraphs.- The receipts for the year amounted to Rs. 294,086 and the charges (including interest on Capital Outlay) to Rs. 1,112,704, the result being a loss of Rs. 818,618 as against a loss of Rs. 685,697 in 1929-30. This amount represents the loss on the non-commercial activities of the Wireless Branch as the receipts and expenditure of the commercial radio services have been included under Telegraphs.

Telephones.- The accounts show that the receipts for the year amounted to Rs. 5,635,339 and the charges (including interest on Capital outlay) to Rs. 5,828,083, the result being a net loss of Rs. 194,744 as compared with a net profit of Rs. 109,441 in the preceding year. Receipts increased from Rs. 5,439,142 in 1929-30 by Rs. 194,197 but the increase in expenditure was Rs. 498,382.

Indian Railways (Amendment) Act-1930 (Hours of Employment):

Extension to G.I.P. & E.B. Railways on 1-4-1932.

At pages 44 of the report of this Office for April 1931 reference was made to the application of the Indian Railways(Amendment) Act,1930, to the North Western and East Indian Railways with effect from 1st April 1931. A communique was issued by the Government of India on 18-3-32 notifying extension of the application of the Act to the Great Indian Peninsula Railway and the Eastern Bengal Railway. The following is the text of the communique:-

The Indian Railways(Amendment) Act,1930, to provide for the regulation of hours of employment of railway servants was passed by the legislature in the spring of that year, and it was found possible to apply the provisions of this Act with its connecting regulations to the North-Western and East Indian Railways with effect from April 1, 1931. The Government of India now propose to extend the application of the regulations to the Great Indian Peninsula and the Eastern Bengal Railways with effect from the 1st April,1932, thus bringing all State-managed railways, with the exception of Burma Railways, within the scope of the Act. Owing to the present financial stringency it has not yet been found possible to apply the Act formally to company-managed railways, but a large proportion of the staff on these railways are already working according to the provisions of the regulations.

When the regulations were given effect to on the North-Western and East Indian Railways a supervisor of railway labour, unconnected with the administration of either line, was appointed by the Governor-General in Council to supervise the working of the Act. This supervisor, who is assisted by inspectors, will extend the sphere of his activities to the Great Indian Peninsula and Eastern Bengal Railways with effect from the 1st April,1932.

(The Leader, 21-3-32).

A.I.R. Federation and Murphy Report: Threat of
General Strike.

At pages 36 to 42 of the report of this Office for February 1932 was given a summary of the report issued by the Court of Inquiry into Railway Retrenchment presided over by Justice Murphy, I.C.S. The report has grievously disappointed the All India Railwaymen's Federation. Even before the official publication of the Report, the General Council of the All India Railwaymen's Federation at its meeting held in Bombay on 7-3-1932 passed the following resolution by way of protest against the Railway Board's action in proceeding with retrenchment while the Court of Inquiry was still conducting its proceedings (see pages 36 of our February 1932 report):-

"It is the considered opinion of the Council that while the Federation scrupulously refrained from aggressive action since the commencement of the work of the Court of Inquiry, the Railway Board had shown utter disregard to the spirit of the Trade Disputes Act, which requires that both the parties should desist from action while the subject matter is still under inquiry".

"In view of the fact that the miseries and privations of railway workers have been accentuated by the unjust wage cuts, increase of short time, additional taxation and the growing cost of living and in view of the fact that the situation among the railway workers has become intolerable, the Council resolves that there is no alternative left but to implement the resolution for a general strike passed by the special Convention in June 1931."

"The Council accordingly directs the taking of ballots by the affiliated Unions, which was suspended on the appointment of the Court of Inquiry, to be now resumed from the 21st March and be completed by the 24th April. If the ballot be favourable the Council of Action should fix a date for the declaration of a strike and give notice of the strike to the Railway Board".

"The Council further directs that, in the meanwhile, the affiliated Unions should launch an intensive and extensive propaganda for awakening the workers to the dangers with which they are faced. The Council further declares that the strike would be confined to the economic issue of retrenchment". (The Hindu, 8-3-1932).

After the publication of the Report, the Council of Action of the All India Railwaymen's Federation met in Bombay on 18-3-1932

under the presidentship of Mr. Jammadas Nehta and decided to proceed with the ballot for a general strike as the recommendations of the Court of Inquiry were such as not to give any relief to the workers.

A statement issued to the press by the Council of the All India Railwaymen's Federation on 19-3-1932 justifying the decision to ^{ballot for} a general strike says:-

"With the publication of the report of the Murphy Court of Inquiry into Railway Retrenchment, a further stage has been reached in the biggest trade dispute that has arisen in this country. The perusal of it leaves a better impression about its contents than did the bald summary which was made available a few days earlier. The report does justice to many of the submissions made by Railwaymen's Federation before the Court. It finds for instance that in effecting retrenchment most of the administrations failed to consult the Railway Unions, that the order or discharges laid down by the Railway Board was impracticable; that different administrations put different interpretations thereon, that even in the same administration contradictory interpretations were put by different officers on the same instructions; that in many cases the specific orders of the Railway Board were neglected or ignored and so on.

"It is not possible to criticise the whole report in this brief statement. In the name of economy the Railway Board and the Railway Administrations retrenched 40,502 men and demoted 4,582: and all these enormous reductions were carried out without giving any opportunity to the men or their unions to make representation. There was almost a conspiracy of silence while thousands of men were sent out in the streets to starve with their families. And this went on while a special member was added to the Railway Board three years ago professedly to look after the interests of Labour.

"We are forced to come to the conclusion that the results of the inquiry are on the whole disappointing. No doubt, the Railway Board has been censured for its vague methods but the real test to apply is how many men will be reinstated as a result of this inquiry. If the Court had grappled with the implications of its own findings, we estimate that over 20,000 men could have been recommended for reinstatement, but this is what the Court deliberately shrinks from doing and that is the weakest and the most disappointing part of the report".
(The Times of India, 19-3-1932)

"The workers have not received the justice to which the evidence and the findings entitled them; we are most reluctantly compelled to advise them to go on with the balloting for a general strike. That is the only weapon now left to secure redress of the many wrongs done to them in the name of retrenchment".

(The Indian Labour Journal, March 1932,
Vol. IX, No.6, page 82 89).

Workmen's Compensation: Bombay Government

Inquiry re. Extension to Agricultural & Forest Workers.

The following news item regarding possible extension of the Workmen's Compensation Act to agricultural and forest workers in the Bombay Presidency is published by the Statesman dated 13-3-32:-

Action^{ing} on the suggestion of the Royal Commission on Labour regarding the extension of the Workmen's Compensation Act to agriculture and forestry, ^{The} Bombay Government are inquiring: Whether the work carried on in reserve forests by Government or by private employers is generally to be regarded as organized work of a hazardous nature; whether any practical difficulties are likely to arise if the provisions of the workmen's compensation act are extended in order to include forest workers; whether the work of persons employed in agriculture is hazardous; ^{and} whether the Act should be extended to cover only employees of the larger agricultural employers.

(The Statesman, 13-3-32).

Welfare Work in Bombay Cotton Mills -

New Lady Officer.

Early in 1931, the National Y.W.C.A., India, Burma and Ceylon, invited Miss F.E. Hawkins to India to ~~take~~ do advisory work in Industrial Welfare Work in India. Miss Hawkins who has had a very wide experience of welfare work in England, and more particularly in the cotton trade, on arrival in India was attached to the staff of the Naigaum Social Service Centre, Bombay. Through the good offices of the Bombay Millowners' Association, she was able to visit a large number of cotton mills in the City and Island, and her advice was

sought by a number of mills on a variety of welfare problems. In November 1931, Miss Hawkins met a representative body of mill managers and explained the general scope of welfare work in England. During a very interesting discussion, a number of suggestions were put forward by the managers present, particularly with reference to the medical side of welfare work. Since many of the proposals concerned the medical staff of the mills, an opportunity was afterwards given to Miss Hawkins to address the Mill Doctors. As a consequence of this meeting, a sub-committee of mill doctors was appointed, which has since made a number of recommendations in connection with the medical side of welfare work. The meetings which have taken place between Miss Hawkins, the Mill Managers and the Mill Doctors, and her frequent visits to mills, are reported to have been of considerable value, and the Committee of the Association had, therefore, little hesitation in accepting an offer made by the National General Secretary of the Y.W.C.A. of India, Burma and Ceylon to loan the services of Miss Hawkins to the Association for a period of six to twelve months to assist in any way possible in existing or contemplated schemes of welfare work in mills. This will enable Miss Hawkins to pay greater attention than has hitherto been possible to matters relating to welfare work in Bombay Cotton Mills, and make her expert advice and assistance on such matters available to the mills concerned free of cost, the Association having decided to bear Miss Hawkins' travelling expenses. (Labour Gazette, Bombay, March 1932).

Labour Welfare Work in Government Rifle Factory, Ishapore.

The following information about labour welfare work in the Government Army Rifle Factory, Ishapore (Bengal), is taken from a report on the subject published in the Statesman of 31-3-32:-

Labour Bureau of the Factory. - The Labour Bureau entirely staffed by Indians under an Indian Employment Manager, is responsible for employment, housing, records, welfare, statistics and education, and these activities are sub-divided under various heads, the successful operation of which is the result of many years' experience. Very great credit is due to the Factory officers who have for many years devoted considerable attention to the training of the Indian staff.

Co-operative Society. - The Co-operative Society with its paid-up capital of Rs.1,27,870 and its 2,123 members (all Government Factory employees) has performed a great service to the community in its efforts to reduce usury and to promote thrift and also to supply stores at a reasonable price.

Recruitment. - When engaging labour, a photograph is taken of the man and is fixed to his "record of service". The man is medically examined in order to discover whether he is physically fit for employment and the "trade test" discovers whether a man is what he claims to be without wasting time in the workshops. It measures quality and speed, the results being used to establish the candidates starting wage.

Promotions, Transfers, Discharges, etc., - Promotions, transfers from one workshop to another, periods of long leave and discharges are entered on the "record of service," and no discharge can become effective except over the signature of the Factory Superintendent. Once discharged, no man is permitted to again work in the Factory, and it follows that discharges are very carefully considered before being effective. Discharged due to reduction of work, do not debar workmen from re-engagement, and after a few years the whole of the labour force understand that when they are discharged through their own misconduct it is useless for them to apply for work again.

Welfare Committee. - The Welfare Committee, under its elected Indian president, consists of members from each of the workshops and subsidiary departments of the Factory, and it is remarkable what a steadying influence this Committee exerts, and its recommendations are almost invariably well reasoned and impartial.

Health Conditions. - Health is attended to very closely. A dispensary for minor ailments, vaccination, etc., is maintained at the main gate of the Factory, and in addition a well-equipped hospital is maintained in the Workmen's Village.

Education. - In the primary school, the curriculum is specially arranged to be of service to boys who enter the Factory as boy artisans. It is noteworthy that both in the primary and technical schools, creed or caste is not recognized.

(The Statesman, 31-3-32).

Welfare Work in Buckingham and Carnatic Mills, Madras:

Report for 1931-32*

The following information about the activities of the Welfare Committee of the Buckingham and Carnatic Mills, Madras, for the year ending 29-2-1932 is taken from the Annual Report issued by the Secretary of the Welfare Committee. It may be mentioned here that the Welfare Committee of the Buckingham and Carnatic Mills is one of the best organised committees of this nature in the whole of India and that in many respects it serves as a model institution to other welfare committees started by industrial institutions, not only in the Madras Presidency, but in other parts of India as well. The Welfare Committee was started in these Mills on the 10th January 1922 and has now completed a decade of its existence. The number of workers in the two mills is over 8,000.

General Survey.- The Welfare Committee held 22 ordinary meetings during the year under report and discussed several important questions concerning working conditions and social welfare of the employees. The question of the date of payment of wages to the workpeople was discussed at length and arrangements made to distribute wages on the 10th of every month. Lively discussions were held on the question of leave for ceremonies connected with death in workpeople's families. Since the year under report was one of acute trade depression, it is no matter for wonder that the deliberations of the Committee at many of its meetings related to measures proposed by the Management to cope with the situation. The Social Welfare activities of the Committee were carried on quite successfully. Instead of organising the usual Health Week, a map campaign of sustained health propaganda has been devised by coming to an arrangement with the National Health Association of Southern India to give their cinema exhibitions and magic lantern lectures for the benefit of the workpeople. A series of lectures on the Report of the Royal Commission on Labour were delivered by the Welfare Superintendent. It is pleasing to note that the services of the Welfare Department are more and more requisitioned for organising social service activities in the localities round about the Mills, occupied mostly by the workpeople.

*Tenth Annual Report of the Welfare Committee. The Buckingham and Carnatic Mills, Madras - 1931.

Principal Activities.- During the period under review, a number of questions affecting the welfare and conditions of the workpeople engaged the attention of the Committee. The following list catalogues briefly such questions:- (1) Date of payment of wages, (2) Gratuity Fund, (3) Leave for ceremonies connected with death in workpeople's families, (4) Long leave, (5) Perfect attendance certificates, (6) Resignations, (7) Compensation for accidents, (8) Conveyance for sick workpeople, (9) Holidays, (10) Retrenchment, and (11) Working hours.

Working Hours.- The Report furnishes the following details about the question of introducing a working week of 54 hours in the mills:-

At the meeting of the Welfare Committee on the 1st February 1932 representations were made for the early introduction of the 54 hour week in the Mills and in that connection it was stated that though legislation had not been passed for the introduction of the shorter day as recommended by the Royal Commission on Labour, the workpeople expected that the Company would anticipate the legislature as they had done on previous occasions in many matters affecting the welfare of the workers. Suggestions were also made for the distribution of the working hours when the shorter day was introduced. The President in reply made a comprehensive review of the trade situation and in view of the general trade depression and the increase in taxation and keen competition from other Mills, considered that this was not a very good time to introduce a reduction in working hours and that it would be better to wait until conditions were more settled and Government itself introduced legislation to deal with the question. The President also emphasised the necessity of increasing the efficiency of the workers in order that they might not suffer by the introduction of the shorter hours as indicated in the Report of the Royal Commission.

Social Welfare Activities.- The social welfare activities of the Committee during the period under review may be summarised under the following main heads: (1) Health propoganda, (2) Athletic Association, (3) Chutrams, (4) Workmen's stores, (5) Co-operative credit society, (6) Cloth sales, (7) Tailor's shop, (8) Savings fund, (9) Income-tax (10) Dramatic society, (11) Mills' villages, (12) Vyasarpadi Adi-Dravida village, (13) Social service in localities other than Mills' villages, (14) Literary and debating society, (15) Teddy shops in the mill area, (16) Urdu paper for mills' welfare offices, (17) Whitley Commission report, (18) Technical classes for weaving jobbers (19) Chemistry class, ~~120x~~ (20) Personal relationships.

Co-operative Activities.- The report furnishes the following details about the working of the Mills' Co-operative Credit Society: The Society worked quite successfully and made further progress during the year under report. The number of members as recorded at the meeting of the Board of Directors held on the 8th February 1932 was 1259 with 6,382 shares as against 1,203 members with 5,996 shares as mentioned in the last Report. The paid-up share capital of the society stands at Rs. 36,670-0-4 as against Rs. 29,005-4-8 in January 1931. As against 2,473 loans with an outstanding against members of ~~Rxxx2x~~ Rs.42,620-14-4 recorded in the last report, the Society has so far granted 3,344 loans, the total loan outstanding against members being Rs. 43,517-0-11. The audit report for the year 1930-31 showed that the Society had earned a net profit of Rs. 3,180-4-0 as against Rs. 2,498-13-0 in the previous year. The Society declared a dividend of

7%, i.e., 1½ more than that of last year. With a view to minimising the work of maintaining the accounts of the Society, a new system of accounts has been introduced. The Society has also started a "Dividend Equalisation Fund" with the object of reserving, if possible a certain portion of each year's profit to be utilised if and when necessity arises for the payment of dividend in subsequent years, should the profits of those years prove insufficient to declare a decent dividend. This fund now shows a balance of Rs. 1,080-11-0.

Commenting on the smallness of the above figures when compared to the 8,000 workers on the pay-roll of the mills, the report observes "The progress of the Society as disclosed by the figures quoted above may perhaps be considered as rather disappointing by a co-operative enthusiast. It may be questioned whether in an industrial organisation with more than 8,000 workers the Society should not be stronger in numbers and the turn-over of its business larger. The explanation is that the Society has never been run on the principle that co-operative credit is the last word in the solution of the problem of indebtedness of the workpeople. The Society believes that, as remarked by the Royal Commission on Labour in India, "Credit, in the sense of borrowing capacity, is not the workers' need; it would be nearer the truth to describe it as his curse". With this principle in view the Society has been exercising the utmost caution in admitting workers as members and granting loans to them. When viewed in the light of these considerations, the progress the Society has made will be found really satisfactory."

Progress in period 1922-1932.- The Report summarises the progress achieved in the period 1922-1932 as follows:-

"Various activities have been started in conjunction with the Committee for enriching and ennobling the social life of the workers,- an Athletic Association to organise sports and games, a Dramatic Society to provide entertainments, a Workmen's Stores to supply the necessaries of life at cheap rates, a Co-operative Society to promote thrift and provide cheap credit, a Literary and Debating Society to facilitate the intellectual progress of the literate section of the workers and Village Panchayats to look after the internal peace and promote community life amongst the residents of the villages. The Schools, where literary and technical education is imparted to the children of the workers and the young workers in the Mills free of cost have been in existence for the past nearly three decades. Besides, these, ad hoc Committees have often been constituted for organising Health Weeks, Excursions and other social activities. It would not, therefore, be an exaggeration to say that what was a fragile plant of a Committee in 1922 has developed during the past ten years into a strong tree of an institution with several branches & of associations for social service, all of which together support a beautiful canopy which affords shelter to thousands of workers in these Mills."

Industrial Organisation.Employers' Organisation.5th Annual Meeting of the Federation of Indian Chambers
of Commerce and Industry, Delhi, 1932.

The fifth annual meeting of the Federation of Indian Chambers of Commerce and Industry was held at Delhi on 26 and 27-3-1932 under the presidency of Mr. Walchand Hirachand, owing to illness of Mr. Jamal Mohamed, the President of the Federation. Prominent among those present were Sir Purshotamdas Thakurdas, Mr. G.D. Birla, Lala Shri Ram, Mr. Malini Ranjan Sarkar, Mr. Chunilal Mehta and Mr. Heshang Dinshaw. A notable feature of the year's session was the absence from the session of Members of the Executive Council of the Government of India who, in recent years, had made it a practice to attend the annual meetings of both the Federation of Indian Chambers of Commerce and Industry and the Associated Chambers of Commerce of India and Ceylon. The decision of the Government Members not to attend the session, according to a communication sent to the Executive Committee of the Federation, is based, among other reasons, on preoccupation of Government Members with Legislative Assembly work and the non-cooperative policy adopted by the Federation as evidenced by its refusal to send a representative to the Consultative Committee of the Round Table Conference. Commenting editorially on this attitude of the Government of India, the Leader, Allahabad, in its issue of 18-3-1932 observes:-

"We know that if the members of the Executive Council had the will nothing would have been easier for them than to find the time to attend the sessions of the Federation, just as they have been finding time for attending the sessions of that other commercial organisation, the conference of the British chambers of commerce. The presence of the legislators at Delhi was not an insurmountable difficulty. The Assembly for the last four or five years has had to be content with the presence in their midst of a secretary as the representative of the Army department. Surely, the secretaries of the other departments are not so incompetent as not to be able to carry on the duties of their chiefs in the legislature during their absence for a day or two.

As regards the other reason, viz., the 'noncooperative policy' of the Federation we may remind the Government that in 1930 also the Federation advised their affiliated member bodies to abstain from participation direct or indirect, in the Round Table Conference. And yet the Councillors and Lord Irwin continued, and very rightly too, to attend the meetings of the Federation even after that decision of that body. ... We thought that there was as much need as, if not greater than, last year of Government coming into contact with the representatives of India trade and industry. Why then, this changed attitude? (The Leader, 18-3-

The following is a brief summary of the presidential address of Mr. Jamal Mahomed, M.L.A.:-

Political Situation.- "The year 1931 turned out to be a very eventful one. It was heralded by that famous agreement the Gandhi-Irwin Pact which was a distinct landmark in the history of our constitution. As a result of that Pact the Indian National Congress participated in the deliberations of the second session of the Round Table Conference as its sole representative, Mahatma Gandhi, attended the session. The Federation nominated as representatives of Indian commerce and industry, Sir Purshotandas Thakurdas, Mr. G.D. Birla and myself to attend the second session. Your representatives did as best as they could and kept themselves in close touch with Mahatma Gandhi in London particularly regarding matters relating to finance and commerce. Unfortunately for this country, the atmosphere in which the second session met was not very congenial ~~and~~ calm deliberations. On the British horizon were seen signs of a grave financial crisis, an emergency Cabinet was formed and the country soon went to the polls. The anxiety to tide over the crisis was reflected in the thumping majority the Conservatives secured in the Government of Great Britain. I am afraid that the atmosphere that is now prevailing in the country is not conducive to a frank and cool exchange of views and a calm consideration of things so necessary in dealing with the many vitally important subjects concerning the future constitution of this country. The Government's adoption of repressive policy, rapid promulgation of Ordinances one upon another and the rigorous enforcement of same have tended to create an atmosphere of uncertainty and tension in the country.

Administration of Finance and Commerce.- With the introduction of responsibility at the centre in the future Federal Government of the country, the question that will affect us most is the administration of finance and commerce. The British Government want certain safeguards to be introduced in the constitution subject to which the administration of finance will be handed over to a popular minister. The object of such a proposal according to their view is to maintain the financial stability and credit of India. One is rather led to believe that the anxiety is not simply to maintain the financial stability and credit of India abroad, but to adjust the currency and exchange policy of India to suit the financial and industrial requirements of the British nation. Such a belief can only be strengthened by such an act as the most deplorable interference by the Rt. Hon'ble Secretary of State for India in September last in linking the Rupee to Sterling. It is no wonder that with such a history before them, those representing India who were competent to express any opinion on these matters were very nervous from the very beginning about the proposals of the British Government as regards financial safeguards.

Commercial Discrimination.- Another important subject is in relation to commerce and problems connected therewith such as commercial discrimination and equality of trading rights. At the Federal Structure Committee, Mahatma Gandhi suggested a formula to the effect that "no disqualification not suffered by the Indian-born or citizens of the State shall be imposed upon any persons lawfully residing in or entering India merely on the ground of race, colour or religion". The future Government of India would certainly not discriminate against any particular individual or firm or interest simply because he or it happens to be a non-national. The main idea underlying this demand for the right of discrimination, to my mind, is that the right of the future legislature of this country to enunciate a particular policy in the economic interests of the country should be left intact. I would, therefore, urge that though we are quite prepared to have a clause in the statute to the effect that there shall be no discrimination per se against any non-national, India should be given the same powers which are at present enjoyed by the other component self-governing parts of the Empire in matters relating to finance and commerce of the country.

Railway Policy and Transport Problems.- Another proposal on the agenda of the Consultative Committee of the Round Table Conference for constituting the Railway Board into a Statutory Body. The Railways of India are one of the best assets of the taxpayer and constitute one of the largest assets in India. The anxiety of the present administration in India to turn the present Railway Board into a statutory body on the eve of the inauguration of the new constitution is strange and I must record my voice of protest against any such act at the present stage. When the new Government of India Act comes into force, the legislature of the country will be the best competent authority to lay down the future constitution of the Ministry of Transport which would not only look after the administration of railways, but also take care of the construction and maintenance of roads and development of inland and coastal navigation. These three means of transport constitute a very important factor in the economic development of a country and the problem should not be tackled now as it is expected to be done by the Round Table Conference.

Economic Conditions. (a) Need for drastic Economy. Events in India during the year under report were not very assuring and the economic situation in the country worsened though there were occasional fitful flashes of certain brightness as regards commerce. Retrenchment Committees became the order of the day. Your Committee suggested certain remedies to alleviate this tension such as reconsideration of the currency policy and drastic retrenchment to the extent of one-third in the expenditure of the Imperial as well as Provincial Governments. But it was more and more brought home to the Committee that the Government as constituted at present were not always able, in these things, to keep the interests of this country alone at the top.

(b) Export of Gold.- Another very disquieting feature of the year was the enormous export of gold from this country. India exported between September 1931 and February 1932, gold to the value of Rupees 500 millions. India never exported gold on such a large scale before. The phenomenon is particularly distressing because the movement of gold is more or less promoted not by any offer of speculative profit but by economic pressure of forcing the poverty-stricken people of this country to part with their savings in the form of gold ornaments. One must be at a loss to understand that when countries like Canada, Australia, Sweden,

Norway, Japan, Egypt, Argentine and several others which have abandoned gold standard, have prohibited or restrained to a great extent export of gold from their shores, India is unfortunately an unique instance of a country, which, being off the gold standard, is not placing any embargo or restriction on the export of gold. The Indian commercial community asked and is still asking with one voice for an immediate embargo on the export of gold and suggested to Government to avail themselves of the opportunity thus offered by adding substantially to their gold reserves by purchasing gold offered for sale at a reasonable price by issuing fresh currency against it, but there has come no response from the Government.

Agricultural depression.- Indian agricultural debt is estimated to be in the neighbourhood of Rs. 8,000 millions. The freight policy of the Railway Board is not conducive to greater movement of agricultural produce from one place of consumption to another. Over and above this, the agriculturist has to pay land revenue which is not commensurate with the produce that his soil yields having regard to the great fall in the prices of commodities. Unless Government devise means of lessening the interest charges which he has to pay on his debts, the economic condition of the agriculturist can not fully improve. The land revenue policy of the Government has also aggravated to a great extent the present agrarian trouble and distress. Mere grant of remissions during lean years will not help him. The lands should be so assessed as to leave him sufficient margin to enable him to meet the daily requirements of his family. If relief is given in these directions, i.e., by way of decreasing these debt liabilities, by offering reduced railway rates to stimulate greater movement of agricultural produce and by adjusting land revenue so as to leave him a fair margin, I am sure the present crisis, which is of course mainly due to a substantial fall in prices all the world over, will be to a great extent mitigated.

Budget Deficits.- With all the new taxations and introduction of surcharges, the year is still expected to close with a deficit of Rs. 150 millions. I am afraid if the administration of this country is run on these lines, it will soon be landed in greater financial difficulties. The only alternative way, to my mind, out of its very distressing position is a drastic cut or a fair adjustment in the military expenditure of the country and further economy in other directions. Several of the colonies and dominions which depend for their security on the military strength of this country, such as, Australia, New Zealand, Union of South Africa, Kenya and Mandated Territories in East Africa, should also be made to pay a share towards the maintenance of the Army in India. Another direction in which efforts must be made to adjust the expenditure according to the receipts is the costly machinery with which the administration of the country is run. The emoluments of the Imperial services and those of the Provincial and other Subordinate Services do require a proper adjustment in view of the prevailing conditions in the country. I sincerely hope the British nation in transferring the powers to the hands of the Indians will not give them a country bereft of economic vitality but will hand it over to the younger generation as a sufficiently solvent country".

The following is the full text of the more important of the resolutions passed by the Federation:-

1. Export of Gold.- (a) "The Federation views with grave concern the continuous and heavy export of Gold from India amounting to about Rs. 550 millions and strongly urges upon the Government of India the desirability of placing an immediate embargo on the export of gold from India as such a heavy and continuous drain of the precious metal will seriously endanger India's future monetary reconstruction.

(b) The Federation further urges on Government the necessity of purchasing gold in the open market at a price fixed on the basis of day-to-day ruling rate with a view to accumulate gold reserves which will enable the future Government of the country to establish the Reserve Bank with adequate resources at its command." (Carried Unanimously).

2. Public Debt of India.- "The Federation strongly recommends to the Government of India to press for the appointment of a Tribunal for an impartial and thorough investigation into the financial obligations between Great Britain and India". (Carried unanimously).

3. Aviation.- "This Federation is of opinion that in any scheme for the development of civil aviation in this country, the Government will strictly adhere to the conditions laid down by them about reserving a substantial majority — 75 per cent. — of share capital and directorate for Indians and of affording training and employment to Indians in all branches of its works and will not relax these conditions on any account". (Adopted unanimously).

4. Roads.- The Federation is of opinion that the Government of India is allowing funds out of receipts of petrol tax for construction of roads to Provincial Road Boards should issue definite instructions to the Boards for constructing only cement concrete roads wherever needed in the country in preference to asphalt road even at some higher cost as construction of cement roads would give impetus to indigenous industries, stimulate transport and increase employment in the country". (Carried unanimously).

5. Port Trust Boards.- "In view of the constitutional handicap of the Indian Members of the various Port Trusts who are helpless against the overwhelming number of their European colleagues in any important decision regarding the control of affairs of these quasi-public institutions, such as may be considered imperative by them in the interest of sound and efficient management and on which public opinion especially in the Indian Sections of the Commercial Community is insistent, the Federation desires to impress upon Government the imperative necessity of immediately revising the constitutions of Port Trusts on the various major ports of India, their powers and functions with a view to secure predominant representation and control to Indian interests in all such bodies. The Federation strongly urges upon Government to appoint only Indians in the posts of Chairman and Vice-Chairman of the various Port Trusts whenever vacancies occur in the future". (carried unanimously).

6. Measurement of Cargo at Ports.- The Federation strongly protests against the attitude of certain Steamship Companies which grant monopoly to a single institution at every port in the matter of

control of measurement of consignments, resulting in the realization of a large income from the general traders, and urges upon Government to appoint at all major ports a Board comprising representatives of local commercial and shipping interests for the purpose of carrying on measurement work at minimum charges". (carried unanimously).

7. Silver.-- The Federation regrets that the Government of India should continue their policy of silver sales in spite of continued protests from the public. The Federation is of opinion that since the recommendations of the Hilton-Young Report are not now operative Government should stop further sales of silver. (carried unanimously)

8. Exchange Policy.-- (a) The Federation records its emphatic protest against the linking of the rupee to sterling in spite of the demand of the commercial community to leave the rupee free to find its own level at which eventually it may be stabilised: such action would have enabled Government to undo the wrong perpetrated on India by overvaluing the rupee, an action unparalleled in any major country of the world ~~since~~ since the Great War. The linking of the rupee to sterling is objectionable particularly for the following reasons:-

(i) The future management and fate of sterling are and must remain outside the control of the Government of India.

(ii) The new valuation of sterling in terms of gold will be determined in accordance with considerations affecting the economic and financial conditions of the United Kingdom, and may possibly prove detrimental to the economic and financial interests of India.

(iii) Any claim on any measure of stability being secured by link to sterling is neither material nor real as sterling itself is, under present conditions, not only fluctuating but most uncertain.

(b) The Federation also protests against the arbitrary manner in which the Secretary of State for India acted completely ignoring not only the wishes of the Legislative Assembly and the Round Table Conference but also the declared intention of the Government of India.

9. Repression Condemned.-- The Federation is strongly of opinion that the present repressive policy of Government will be no solution of the existing unhappy state of the country and urges upon Government that it should be substituted by a policy of reconciliation so that an atmosphere suitable for framing a constitution acceptable to the people and for its smooth ~~x~~ working thereafter may be created".

(2) The Federation regrets the interpretation put upon the Committee's resolution dated the 22nd January 1932, in view of the express statement with which it opens that the Committee of the Federation recognise it to be their duty to take part in the framing of a suitable constitution for India".

(3) The Federation feels that having regard to the repressive policy and having regard to the experience of its delegation in London at the last session of the Round Table Conference, participation by its representative in the work of the Consultative Committee can be productive of no good to national interests unless -

(a) There is a genuine desire on the part of the Government to change that Policy and to discuss and come to an agreement with the progressive opinion of India on the question of financial autonomy, safeguards, reservations and trading rights;

(b) Towards this end, the Consultative Committee is at liberty to have a free and full discussion on the various questions connected with finance and the questions connected with trading rights, financial safeguards, etc., are referred to a Committee composed of an equal number of British and Indian experts, the latter to be such men as command the confidence of this Federation". (carried unanimously).

Office-bearers for 1932.- The following were elected as members of the Executive Committee for 1932:-

President.- Mr. Walchand Hirachand.

Vice-President.- Mr. Malini Ranjan Sarker.

Committee Members.- Mr. G.D. Birla (Indian Chamber of Commerce, Calcutta); Sir Purshotandas Thakurdas (Indian Merchants' Chamber, Bombay); Lala Shri Ram (Delhi Factoryowners' Federation); Mr. Malini Ranjan Sarker (Bengal National Chamber of Commerce); Mr. B. Das (Bihar and Orissa Chamber of Commerce); Mr. Kasturibhai Lalbhai (Ahmedabad Millowners' Association); Mr. M.L. Dhanukar (Maharashtra Chamber of Commerce); Mr. Fakirji Cowasji (Buyers' and Shippers' Chamber, Karachi); Mr. R.K. Shanmukham Chetty (Indian Chamber of Commerce, Coimbatore); Mr. Hussainbhai A. Laljee (Indian Salt Association, Bombay); Mr. M. Mohamed Ismail Sahib (Southern India Skin and Hide Merchants' Association, Madras); Mr. J.C. Ghose (Indian Tea Planters' Association, Jax & Jalpaiguri); Mr. D.P. Khaitan (Indian Chamber of Commerce, Calcutta) and Mr. R.L. Nopany (Jute Balers' Association, Calcutta) ^{and} elected Treasurers.

(A summary of the proceedings of the fourth Annual meeting of the Federation is given at pages 47-51 of the Report of this Office for April 1931).

Employers' Right of Association

Federation Members' Protest Against Prohibition Order.

In view of the prevailing political unrest and the fact that considerable numbers of Indian employers endorse the nationalist demands, the Government of Bombay on 6-3-1932 issued ^{an} order on certain Bombay merchants prohibiting them from attending any meeting convened by anybody at any place where the acts of the Government ~~or~~ are liable to be condemned ~~etc~~ or disapproved. The merchants concerned refrained from attending the 5th annual meeting of the Federation of Indian Chambers of Commerce and Industry held at Delhi in accordance with legal opinion they obtained on the Bombay Government's explanation that the order did not prevent any person upon whom it had been served from attending any meeting held either in or outside Bombay for the purpose of transacting the normal business of any commercial association.

The prohibition order and the legal interpretation placed on it have an important bearing on the right of association of employers. The merchants concerned have addressed a letter to the Federation stating their position concerning legal opinion. The letter states that ^{The} Bombay Government's Press note is only an interpretation of the original order. It reserves to Government to decide what "normal business" is. It is difficult to decide what is normal in the case of a central commercial association like the Federation of Indian Chambers of Commerce, which is not deciding any matters affecting a single trade but have to deal with large issues arising mainly out of Government's policy, financial and otherwise as they affect trade. The Federation would normally therefore criticise, condemn or disapprove Government's acts, urge or recommend, advocate, suggest or advise the annulment, cancellation or withdrawal of such acts. The letter concludes :

"We are not sufficiently reassured by the Press note. We regret our inability to attend the Federation meeting." (The Hindustan Times, 28-3-32).

Indian National Committee of the International Chamber of Commerce: 3rd Annual Meeting -

Delhi - 1932.

The 3rd Annual Meeting of the Indian National Committee of the International Chamber of Commerce was held at Delhi on 26-3-1932 under the presidency of Mr. Walchand Hirachand. The following are important excerpts from the presidential address:-

International Co-operation. - Referring to the subject of International Co-operation, Mr. Hirachand said:

Reference is made in the Report presented to you to the resolutions passed at a recent meeting of the Council of the International Chamber. The first of these, which has come to be known as the "Confidence Resolution", in its five points constitute a basic programme for Governments to translate international co-operation into action. The Resolution urges on all Governments: (1) An effective policy of disarmaments; (2) Retrenchment of Government expenditure and reduction in the tax burdens; (3) Settlement of International debts; (4) Restoration of monetary stability and (5) The adoption of economic policies, which, after providing for the temporary requirements of every nation, should lead to a freer international movement of goods, capital, etc.

Time will not permit me to analyse each of the above five points, but it can be safely said that the nationals of this country are in agreement with the programme suggested in the resolution. With regard to the last part of the resolution, we have some substantial reservations to make; the time has come when all Governments should exert their utmost to translate the appeal contained in the first four items of the resolution into action.

Contact with International Employers' Organisation. - Referring to this subject Mr. Hirachand said:

At present we stand badly in need of finances and the Federation of Indian Chambers of Commerce has kindly undertaken much of our responsibility upon its shoulders. If we have finances, there are so many things which we can do and which will be in the interests of the country. Thus, for instance, there is at present no permanent Resident Administrative Commissioner of the National Committee with the Headquarters, as several important National Committees have. This permanent Resident Administrative Commissioner keeps himself in touch with all the movements of the International Chamber and can also keep himself in touch with the International Organisation of Employers. We can also have then better arrangements for sending out views of the National Committee on all the questions on which our opinions are asked. The world is coming closer together and such National Committees inter-linked and connected with the International Chamber are a great

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step in advance in the direction of World Fraternity and closer International Trade.

International Arbitration. - Regarding contractual obligations to the Court of Arbitration of the International Chamber, Mr. Walchand said that the International Chamber should exert its utmost to remove disabilities existing at present against their legal and arbitral proceedings in such matters, as otherwise international trade would not develop on healthy lines. On the question of stabilisation of the price of silver, Mr. Walchand made a reference to the report of the executive committee appointed by the International Chamber and also to China's desire for stabilisation.

Before the sessions concluded, the meeting adopted the Report of the statement of accounts for 1931 placed before it.

(The Hindustan Times, 28-3-32).

(For proceedings of the 2nd annual meeting of the Indian Committee of the International Chamber of Commerce vide page 52 of our April 1931 Report).

Workers' Organisations.

Communalism in Railway Unions:

Move to Organise A.I. Railway Muslims' Association.

A meeting of the Muslim employees of the various Indian railways was held at Delhi on 15-3-32 with Mr. Zia-ud-din, M-L.A., in the chair. Several Muslim members of the Central Legislature were also present at the meeting. The following resolution proposing to form an All-India Railway Muslim's Association was unanimously passed at the meeting: -

"Resolved that a Conference of the All-India Muslim Railway-men be held on March 27, at Jeewan Baksh Hall, Fatehpuri Mosque, Delhi, and all the existing Muslim societies and unions of the Muslim railway-men be invited to send their delegates to attend the meeting and discuss the desirability of forming an association of All-India Muslim employees of the different railway administrations and to discuss the general questions concerning the railways. It is also resolved that the Muslim employees who are not members of any society or union and those who are interested in the welfare of Muslim railway employees, may cordially be invited to attend the meeting." (The Leader, 23-3-32)

Lahore Muslim Employees' Support. - The Working Committee of the Muslim Institute (an organisation of the Muslim employees of the North Western Railway) passed the following resolution unanimously: - on 23-3-32: -

Resolved that as in the opinion of the Working Committee of the Muslim Institute, the proposal regarding the formation of the All India Railway Muslims' Association is a very important one and concerns a very large majority of the members of the institute, every member of the working committee should, not only himself proceed to Delhi to attend the first General Meeting of the proposed All-India Railway Muslim Association to be held at Delhi on the 27th of March but should also take with him as many friends interested in the welfare of Muslim railway employees as possible.

(The Daily Herald, 23-3-32).

Recognition of G.I.P.Railway Workers' Union, Bombay.

A deputation of the newly formed G.I.P.Railway Workers' Union waited upon the Agent of the Railway at Victoria Terminus, Bombay, on 25-2-32. After hearing the deputation, the Agent accorded recognition to the Union, stipulating that the conditions formerly imposed in granting recognition to such Unions were scrupulously observed. The following demands made by the Union are receiving the consideration of the Railway Administration:-

- (1) Right for the Union to represent cases of any nature whether affecting an individual or a section or class.
- (2) Leave and Passes to be sanctioned to representatives of the Union for attending meetings with the Railway Administration. The leave and passes are not to be counted against the due privileges of the Railwaymen in whose favour they may be issued.
- (3) Quarterly meetings to be convened between the Union and the Railway Administration to discuss all outstanding grievances.
- (4) The Union to be permitted the usage of the Railway Notice Boards.
- (5) Right to hold meetings of the Union in the Railway premises and Institutes.
- (6) Quarters to be allotted for housing the Branch office of the Union at various centres.

(The Indian Labour Journal, Nagpur. -
January and February issue Vol.IX, Nos.
4 & 5).

Intellectual Workers.

Restoration of Recognition to A.I. Postal Union:

Government's Conditions.

At pages 49 to 50 of the report of this Office for February 1932 reference was made to the steps taken by the All India Postal and R.M.S. Union to secure restoration of official recognition to the Union and to the representations made in this behalf by a Deputation of the Union's representatives which waited on the Director General of Posts and Telegraphs on 1-2-1932. As the result of definite undertakings made on behalf of the Union by its General Secretary in respect of certain conditions for the grant of recognition laid down by the authorities, the Director General in a letter dated 24-3-32 informed the General Secretary of conditional restoration of recognition to the Union. As the matter is one which vitally concerns the freedom of association of intellectual workers, relevant extracts from the letters re. this matter exchanged between the authorities and the Union are given below:-

Union Accepts Government's Conditions. - The following are extracts from the letter dated 14-3-32 addressed by the General Secretary of the Union to the Member in charge of the Department of Industries and Labour:-

Referring to the conditions on which the Director General was prepared to restore recognition, the letter says:-

He (Director General) was prepared to restore the recognition of the All-India Union and its branches if he was given the assurance, (a) that the policy of substituting Members or Ex-members of the Posts and Telegraphs Department for outsiders as office bearers will be pursued wherever it is possible to do so, and (b) that the present President of the All-India Union has ceased to hold that Office.

Re. the Unions difficulties regarding the fulfilment of

these conditions the letter says:-

The Director-General, at my request, was pleased to grant me an interview on the 13th February 1932, in course of which I represented to him the difficulties which my Union felt with regard to the conditions laid down by him for restoration of official recognition of the Union. After giving me a patient and sympathetic hearing he was pleased to inform me that condition (a) was elastic enough to admit of election of non-officials as office-bearers of the Union and did not insist on the substitution of the present non-official office-bearers of the All-India Union and its affiliated branches either immediately or in the near future by members or ex-members of the Department unless circumstances rendered it possible for the Union to do so. In view of this elucidation which I hope has your approval my Union has not the least hesitation to accept the principle as its ideal, as laid down in condition (a) and to assure you that it will, as circumstances render it possible, give effect to the principle.

Re. the election of a new president the letter says:-

With regard to condition (b) my Union has represented to you the difficulties it feels through Mr. S.C. Mitra, M.L.A., who is also President of the Bengal and Assam Provincial Branch of the Union and at his advice my Union has decided to hold the next (twelfth) session of the All-India (including Burma) Postal and R.M.S. Conference and with this object we have already taken steps with utmost expedition to request the Provincial Branches to submit the panel of Presidents for the Annual Conference and have provisionally fixed the first week of June 1932, for the Conference in Calcutta. I beg to forward, in this connection, copies of the correspondence that passed between me and the General Secretaries of the Provincial Branches from which you will be pleased to see that the name of Sir Abdur Rahim, M.L.A. has been given the first place in the panels of Presidents for the ensuing session, by the Provincial Branches. The panels returned by the Provincial Branches under Rule 13(b) of my Union contain the names of the following five members of the Legislative Assembly:-

1. Sir Abdur Rahim, M.L.A.,
2. Mr. Rahimtoola M. Chinoy, M.L.A.
3. Mr. Jamal Mahommed Sahib, M.L.A.
4. Mr. Mahomed Azhar Ali, M.L.A.,
5. Mr. Abdul Matin Chewdhuri, M.L.A.

The final selection for the Presidentship will have to be made out of this list. So it is clear that there is no chance of the re-election of our present President.

Re. the need for immediate grant of recognition the letter says:-

I may be permitted to point out that the withdrawal of official recognition from my Union and its affiliated branches has been seriously detrimental to the interests of the staff as my Union has been deprived of the right and privilege of representing to the authorities and the Government, their important grievances, especially, those in connection with the Retrenchment measures and that unless official recognition is speedily restored it will be practically impossible for my Union to hold the ensuing Conference with any measure of success. In view of these facts as well as of the assurances

given above I earnestly hope that you will kindly see your way to issue instructions for immediate restoration of official recognition to my Union and all its affiliated Branches.

Conditional Restoration of Recognition. - The following are extracts from the letter dated 24-3-32 addressed by the Director-General to the General Secretary informing ^{him} of conditional restoration of recognition to the Union:-

I have the honour to inform you that in view of the contents of your letter dated 14-3-32 and relying on the assurances contained in it, the Government of India have agreed to official recognition of the Union and of its branches being restored forthwith.

A reference is made, in your letter under reply, to the possibility that the condition, prescribed in my earlier correspondence on the subject, regarding the elimination of non-official office bearers from their position in the Union, might be applied with some elasticity and that Government might not insist upon its rigid enforcement. From what has been stated above it will be seen that you have rightly understood the attitude of Government in this matter. They do not desire to insist upon a complete and unqualified observance of the requirement that no non-officials shall be employed as office-bearers of the Union xx so long as they can feel satisfied with the general conduct of the Union, and in particular so long as they are satisfied as to the character of the influence exerted by non-officials, In the interests of the staff and of the Union itself I desire, however, formally to draw your attention to this matter and to remind you that the harmonious relations now being re-established will inevitably be seriously impaired if unfortunately occasion should again arise for exception to be taken to the conduct of the affairs of the Union under the influence of non-official persons, or if these indulge in any form of misleading or inflammatory addresses or other objectionable activities of the type to which exception has already been taken in my previous letters. Should such an unfortunate development recur, Government would be obliged to reconsider their decision.

(Summarised from pages 129-130 and 138-139 of the March 1932 issue of "The Indian Post", Vol. II, No. 3).

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2nd All India Muslim Postal and R.M.S. Conference,

Delhi, 1932.

The 2nd annual session of the All India Muslim Postal and R.M.S. Conference met at Delhi on 25-3-1932 under the presidency of Sir Abdullah Suhrawardy. The presidential address sheds some light as to the causes which led to the setting up of a Muslim communal organisation of postal employees apart from the parent body, the All India Postal and R.M.S. Union. (See also pages 24 and 25 of the report of this Office for November 1931).

The following are relevant extracts from the address:-

First Muslim Trade Union.- Your Union is the first and up till now the only Muslim organisation of its kind, and your responsibility therefore is the great responsibility of a pioneer on whose success and failure depends the future of others. Your success or failure will prove to the world the capacity or lack of it of Muslims for organising themselves and managing institutions similar to those founded and managed by members of other communities. Just as we have waked up to the necessity of our adequate representation in the Public services, we should realise the imperative necessity of proving our worth and capacity in spheres of activities outside and other than those of the Services and nothing can prove and serve as a better test of our fitness to hold our own in the battlefield of life than our capacity for the creation and management of organisations and institutions for mutual benefit, advancement and uplift.

Indian Labour predominantly Muslim.- The protection of the rights and interests of the weak against the strong is the essence and soul of the philosophy of Socialism on which Trade Unions and kindred institutions are founded. As Muslims represent labour predominantly and non-Muslims capital, it must be their imperative duty more than that of the capitalistic community to devote their undivided thought, attention and energy to the problem with which Labour is confronted everywhere. Yet inspite of the patent fact that for years to come the lot of the Muslims is cast with Labour, thanks to their indifference and apathy, we have the strange spectacle of members of the capitalistic community, - money lenders, landholders, employers of labour - practically dominate all institutions and unions professing to be for the protection of labour.

Genesis of the Union.- I need not recount to you the history of the formation of your Union. Like all movements it has its birth in the hardship and injustice of which many members of the Union have bitter personal experience. Just as Trade Unionism itself had its birth in the persecution of Labour by Capital, of the employed by the employer, this Union had its birth in the contemptuous rejection of your prayers that went unheard, your frustrated hopes, your unfulfilled aspirations, your unrealised dreams till your implicit faith in the

sense of justice and fairplay of other communities was completely shattered.

Non-recognition of the Union.- The fact of the non-recognition of your Union by Government appears to have damped the spirit of some of you. Far from being a source of disappointment to you it ought to spur you on to greater activities and concentration of efforts. Secure recognition of your own self and when you feel within yourself the stirrings of a new life and the pulsation of fresh vigour and strength, rest assured that you stand in need of no recognition from an outside body. If you are weak and ill-organised, a mere formal recognition by your employers may only serve to flatter your vanity and delude you into a belief of false strength.

Federation with All-India Postal Union.- The second year of your existence should be devoted exclusively to the furtherance of the objects peculiar to your own community, a duty which cannot be satisfactorily performed by non-Muslims. The next step should be a federation of unions, unions like yours consisting exclusively of Muslim employees and unions, the membership of which is open to Muslims, but which are dominated by non-Muslims. (The Hindu, 29-3-1932).

Commenting adversely on the move initiated by Muslim Postal employees to organise a communal union the "Leader", Allahabad, in an editorial published in its issue of 31-3-1932 says:-

We have never been able to understand the utility of a Muslim trade union, but it is something to be grateful for that the conference at which Sir Abdullah presided is according to his own statement the only communal labour organisation. Indeed, it is devoutly to be wished for that it would be the last of its kind. We have carefully gone through the speeches of both Sir Abdullah Suhrawardy and Sheikh Ataur Rahman, chairman of the reception committee, but we fail to find any justification for maintaining this communal body as distinct from the national organisation of postal employees, the All-India Postal and R.M.S.Union, which includes among its members both Hindus and Muslims.

We will not attempt to convince Sir Abdullah Suhrawardy or Mr. Ataur Rahman that appointments to the services should be made on the merits, but even if it be taken for granted that the creed and religion of a candidate should be taken into consideration, how is it a function of a trade union, which is meant only to promote and safeguard the interests of the members on its roll, to agitate for a 33 per cent. share or more of the services for members of a particular community in this department or that? We are glad that the Government have refused to recognize the union, which instead of rendering any service to the cause of trade unionism, will weaken it by creating divisions in the ranks of the workers, and which deserves to be closed down at the earliest possible moment. (The Leader, 31-3-1932).

~~Salaried Employees in Ceylon: Retrenchment Commission~~

~~Appointed.~~

Salaried Employees in Ceylon: Retrenchment Commission Appointed.

The Governor of Ceylon has intimated on 15-3-1932 to the Ceylon State Council his willingness to appoint a Retrenchment Commission "provided the Council agrees to make such financial provision as is necessary".

Terms of Reference.- The terms of reference of the Commission are as follow:-

"To investigate and make recommendation forthwith in regard to -

(a) The salaries, allowances and general conditions of service of (i) existing members of the Public Service, and (ii) future entrants;

(b) The cadre of Departments, with a view to reduction of the expenditure of the Island and with a view to the fixing of salaries on a rupee basis and in accordance with a Ceylon standard".

Personnel.- The personnel is as follow:-

~~Mr. R.L. Pereira~~ Mr. R.L. Pereira, K.C. (Chairman);

Mr. E.R. Tambimuttu and

Col. T.G. Jayewardene, V.D. (members).

(The Hindu, 19-3-1932)

Economic Conditions.

Development of Assam Tea Industry - 1930-31.*

The following information about the development of the Assam tea industry during the year ending 31st March 1931 is taken from the Report on the Administration of Assam for the year 1930-31 issued by the Government of Assam:-

Number of Tea Gardens. - There were 996 tea gardens at the close of the year against 992 in the previous year. The total area included within the tea estates was 1,655,544 acres against 1,649,181 acres in the previous year. The area under actual cultivation increased from 429,485 acres (revised) in the previous year to 453,809 acres and the area plucked increased from 398,992 acres to 401,798 acres. The total outturn of tea of the province amounted to 231,666,578 lbs. of black tea and 1,749,505 lbs. of green tea against 258,028,278 lbs. and 912,436 lbs. respectively in the preceding year.

Strength of Labour. - The daily average number of permanent garden labour was 480,641, permanent outside labour 34,060, and temporary outside labour 41,806 against 480,841, 35,188 and 42,055 respectively in the previous year. The scarcity of labour still continued in some districts.

Price Fluctuations. - The market prices of tea were even lower than those of the previous year. The average Calcutta price per lb. for Brahmaputra Valley tea was ten annas and one pie and that for the Surma Valley tea seven annas and seven pies against ten annas and nine pies and eight annas and two pies respectively in the previous year.

Condition of the Industry. - The general condition of the industry was far from satisfactory due to the fall in prices occasioned by over production in previous years and consequent accumulation of large stocks of tea.

Immigration Figures. - The continued depression in the tea industry was responsible for a further reduction of recruitment especially in the Surma Valley where the number of immigrants was only 1,994, while in the Assam Valley the number fell from 53,370 to 51,525. The strength of the total resident labour force at the end of the year had fallen from 1,088,962 to 1,065,154.

Economic Conditions. - The continued depression in the tea industry was responsible for a further reduction of recruitment

* Report on the Administration of Assam for the year 1930-31-
Shillong: Printed at the Assam Government Press - 1932 - Price Rs.3,
or 4s.6d. - pp.46.

especially in the Surma Valley where the number of immigrants was only 1,294, while in the Assam Valley the number fell from 53,370 to 51,525. The strength of the total resident labour force at the end of the year had fallen from 1,088,962 to 1,065,154.

Although there was no serious epidemic and the general health of the labour force was reported to have been good during the year, there was an increase in mortality, the death-rate rising from 21.77 to 22.59 per mille in the Assam Valley and from 19.43 to 21.21 in the Surma Valley. The birth-rate increased in the Surma Valley from 31.11 to 32.55 per mille but fell in the Assam Valley from 32.60 to 31.95. Owing to the curtailment of work as the result of the trade depression, there was an appreciable fall in the average cash wages of working labourers of all classes except men in the Assam Valley. It was however fortunate for the labour force that the fall in wages was accompanied by a decrease in the prices of food and other necessities, and when allowance is made for other concessions enjoyed by the labourers in the form of free housing, medical attendance, firewood, grazing and land for cultivation, their condition did not compare unfavourably with that of the village population in Assam. A few strikes occurred which were short-lived, and in one district there was a recrudescence of hit-looting. The relations between the management and the labour force were generally good but there was a regrettable increase in the number of cases of unlawful assembly and rioting.

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Glut of Jute Production in Bengal.

The jute industry of Bengal is at present being threatened with serious dislocation precipitated by over-production. Over 300,000 leaflets, advocating the restriction of the jute crop, have been distributed among the cultivators by the Government, and 300,000 are now being prepared and will shortly be broadcast from an aeroplane in the principal jute-growing tracts. The Bengal Chamber of Commerce have offered an aeroplane to the Government for the purpose. In addition to this the Bengal Jute Growers' Association have been carrying out propaganda work in order to restrict jute cultivation this year. (The Statesman, 11-3-1932).

A new danger is now confronting the industry. The Jute Mills Association have up till now achieved considerable success in reducing working hours and thus limiting output, (vide pages 11-12 of the report of this Office for February 1931). But the secession of certain mills from the agreement with regard to the reduction of working hours and the action of certain mills which are outside the Association in increasing working hours, have precipitated a crisis in as much as other mills are now being forced in self-defence to work longer hours. Commenting editorially on the jute crisis, the Statesman of 10-3-1932 observes:-

"Is jute to go the way of rubber which promises, if the growers continue their present policy, to have no value at all? Should such a situation arise in regard to jute the disaster to Bengal would be un-ending, for Bengal lives on jute. The central fact of the present situation is that Bengal can both grow and manufacture into products far more jute than the world can absorb. When a market becomes glutted there is no bottom to the price that a commodity commands. The price, in the absence of increased demand, falls lower and lower until bankruptcy forces a considerable section of the producers out of the business. That is precisely what is in process in regard to rubber and, unless the industry develops statesmanship, jute is in danger of starting on the same downward slide. Yet no business in the world, given self-control among its principal members, is in so good a position to save itself from catastrophe.

"An active propaganda in the jute districts greatly reduced the area under cultivation in 1931 and the crop yield. That propaganda is being continued this year, the peasant having learned, it is hoped, that a smaller crop at a higher price is more profitable to him than a heavy crop at a low price. Although there is anxiety in regard to the amount of sowing this year, it is probable that not very much more land will be placed under jute and the crop obtained will not be embarrassing in quantity.

"Now a new danger has arisen. The Jute Mills' Association had over a number of years remarkable success in regulating output. It is a commonplace that the mills in Bengal are capable at full working of turning out more cloth than the world can consume. The Association has been successful in regulating output by reducing hours in stages from 60 to 54 and then to 40 per week with, in the last phase, 15 per cent. of the looms sealed. That would have been wholly effective to meet the situation but for the fact that there are mills outside the Association and not signing its agreements. These have seized the opportunity to work longer hours reducing their costs and taking advantage of the better market conditions created by the self-denying ordinance of the Association. So long as these mills were few in number they were an irritation rather than a danger to the trade. Two mills, hitherto in the Association, have withdrawn from the agreement and have increased their hours. Unless that movement can be reversed other mills in self-defence will come out of the hours' arrangement, and the market of jute products will be flooded and prices will fall lower and lower. The mills with large reserves might carry on for long. Those without resources would be utterly ruined.

"Here is a case where the selfishness of the a few threatens an industry upon which the welfare of a province hangs. There are, we believe, even in the present condition of markets, profits for all in the industry, but they depend on control being maintained. If that cannot be done, there are ahead the ~~the~~ blackest days that Bengal has known". (The Statesman, ~~is~~ 10-3-1932).

(For previous references to conditions in Bengal Jute industry, see pages 24-25 of June 1930, and pages 11-12 of February 1931 reports of this Office).

Economic Conditions in Bombay Industries - 1930-31*

The following information relating to economic conditions in the more important industries of the Bombay Presidency during the year 1930-1931 is taken from the Review of the Administration of the Presidency during 1930-31 issued by the Government of Bombay:-

General Conditions.- The year under review was one of acute commercial and industrial depression. There was a widespread propaganda for the use of Swadeshi articles. Various institutions, associations, political bodies, swadeshi shops and commercial museums were opened to concentrate their activities in this direction. There were no serious strikes in factories. These factors should have given a fillip to the local industries, but local political causes, frequent hartals, and above all the world economic depression brought commodity prices to a serious decline and consequently reduced the purchasing power of the people and disorganised business.

Cotton Industry.- The Cotton Industry in this Presidency, passed through trying times. Out of 39 Bombay Island Mills, no fewer than 27 showed a loss in working, the total loss being Rs. 9.8 millions. The remaining 12 made a profit of Rs. 1.766 millions. Ahmedabad mills did fairly well during the year, their profits in 1929 amounting to Rs. 6.7 millions and losses to Rs. 0.133 millions. In Sholapur five mills showed a profit of Rs. 0.392 millions. In Khandesh four of the mills worked at a total profit of Rs. 0.845 millions.

Woollen Industry.- The condition of the woollen industry continued to be unsatisfactory during the year. In 1929 there were five woollen mills in the Presidency. In 1930 only two mills were working. The total production during 1930 was 1,691,242 lbs. valued at Rs. 3.092 millions as against 6,408,257 lbs. valued at Rs. 7.498 millions in 1929. Imports of woollen decreased from Rs. 0.173 million to Rs. 0.117 million.

Sugar Industry.- There is only one sugar factory in the Presidency. The value of sugar and molasses produced and sold by this factory increased from Rs. 1.117 millions in the previous year to Rs. 1.589 millions in the year under report. The company in question worked at a profit of about Rs. 0.3 million during the year as against a loss of Rs. 0.318 million in the previous year. The net imports of sugar into Bombay and Karachi were 3 per cent. more than last year valued at Rs. 0.508 million. Consequent on the recommendations of the Tariff Board, the Government of India increased the duty on imported sugar, which is expected to give a good fillip to the sugar industry in the country.

* Bombay - 1930-31. A Review of the Administration of the Presidency. Price Re. 1 As. 8 or 2s. 6d. 1932, Printed at the Government Central Press, Bombay. pp. 192.

Match Industry.- It is reported that during the year most of the match factories, excepting the Western Indian Match Factory, were not able to work at full capacity. The total production amounted to approximately 7.5 million gross boxes valued at about Rs.6.5 millions, which was in excess of the local demand. A portion of the production was, therefore, exported to other parts of the country.

Miscellaneous: Paper, Engineering and Cigarette industries.- The three paper mills continued to do well with an increase in production by 8 per cent. There is considerable scope for the expansion of this industry in the Presidency. During the year under report the ~~English~~ Engineering shops on the whole had to work under difficult conditions brought about largely by the general trade depression. The total number of big and small engineering concerns was 136. The cigarette industry is reported to have done well during the year under report. The annual local production of cigarettes is worth about Rs.0.84 million but is only 10 $\frac{1}{2}$ per cent. of the total imports valued at about Rs. 7.6 millions.

New Industries.- During the year under report several new industries such as rubber soled canvas shoes, glass bangles, shoe polish and gas mantles made their appearance in the Presidency. One of the most important development in the chemical industry during the year has been the establishment of a factory for the production of hydrogenated oil commonly known as vegetable ghee.

Real Gold Thread Industry.- The real gold thread industry of the Bombay Presidency is one of its important industries organised on small factory basis. It is chiefly carried on in Surat, Bombay, Ahmedabad, Poona and Yeola. Of these places Surat is by far the most important centre and the manufacture has been developed on modern lines with the assistance of power-driven machinery.

Cottage Industries.- Cottage industries occupy a very important place in the national economy of India. It is estimated that nearly 90 per cent. of the industrial workers of India are engaged in cottage industries. So far as Bombay Presidency is concerned, hand weaving industry is its most important single cottage industry. There are something like 990 centres where this industry is carried on and it is estimated that there are some 100,000 handlooms in the Presidency. A rough estimate would place the value of production of cloth by handlooms in the Bombay Presidency at some 45 millions of rupees. The Department of Industries concentrated its attention, therefore, chiefly on this and its allied industries. Improved appliances were popularised. A fly shuttle loom gives some 50 per cent. more production than a hand throw-shuttle loom. A large number of weavers turn out cloth which can be woven on fly shuttle looms. It was obvious, therefore, that if a majority of such weavers were to be persuaded to adopt fly shuttle looms, value of production would increase by probably more than ten millions of rupees per annum.

Weaving Schools.- The Department, as usual, carried on its propaganda work of introducing improved implements and modern methods in weaving, dyeing, and ~~at~~ calico-printing amongst the weavers, dyers and calico-printers through its peripatetic weaving schools, weaving and dyeing demonstrations. Peripatetic weaving schools were maintained at different places in the Presidency and Sind and they were transferred from one place to another as found necessary. The Department of Industries had under its control 7 weaving schools for bona-fide weavers.

The weaving schools were also run exclusively for agriculturists with a view to train them in hand weaving as a subsidiary industry. In addition to the weaving schools mentioned above, the Department of Industries maintained 11 peripatetic weaving demonstrations in the Bombay Presidency and Sind, which were transferred from one place to another as found necessary.

Rural Indebtedness in the Punjab:

Investigation Committee Appointed.

The Punjab Government has appointed on 29-3-32 a committee of seven officials and non-officials to investigate rural indebtedness in the Province. The Committee will be presided over by Mr. Calvert, Financial Commissioner, and the members will be Mr. Anderson, I.C.S., Sardar Habibulla, Sardar Sampuransingh, Mr. Mukandlal Furi, Mr. Labh Singh and Mian Narullah. The last five are elected members. Mr. Abbel will be the Secretary.

Terms of Reference. - The terms of reference of the Committee are:-

To examine the recommendations relating to relief of indebtedness made by the Royal Commission on Agriculture, the Royal Commission on Labour, the Banking Inquiry Committee, and any other recommendation that may be made before them on that subject, and submit proposals to the Punjab Government in connection therewith.

(The Times of India, 31-3-32).

Protection to Cotton Industry: Tariff Board Inquiry.

The following Government Resolution (No. 341-N(150) dated 9-4-32) relating to the Government's decision to refer the question of continuing the protection given to the textile industry to the Tariff Board is published in the Gazette of India dated 9-4-32.

Resolution 341-N(150) dated 9-4-32. - By the Cotton Textile Industry (Protection) Act, 1930, protective duties were imposed on cotton piecegoods for a period of three years in order to give the cotton mill industry in India temporary shelter against foreign competition. These duties are fixed at a lower rate on piecegoods of British than on those not of British manufacture. By the same Act the operation

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of the duty imposed by the Indian Tariff (Cotton Yarn Amendment) Act, 1927, was extended for a further period of three years on account of the unfair competition arising from the prevalence of inferior labour conditions in China. These duties will expire on the 31st March 1935. An assurance was, however, given by Government to the Legislature, when the Cotton Textile Industry (Protection) Bill was under consideration, that before the termination of the three-year period the effect of the duties on the production of cotton piece-goods in India and on the Indian cotton textile industry would be examined in a Tariff Board enquiry.

2. Since the Cotton Textile Industry (Protection) Act was passed three noteworthy changes have occurred. In the first place, the rates of duty imposed on cotton piecegoods under the Act have been raised by two successive Finance Acts, and are now levied at a rate substantially higher than the Legislature found to be necessary to give temporary shelter to the indigenous industry. In the second place, a very large increase has occurred in the imports of piecegoods made wholly or partly of artificial silk, and the duties on such goods have been raised to the rates applicable to goods made wholly or partly of real silk. Finally, the Government of India have decided to discuss at the forthcoming Imperial Conference at Ottawa the question whether Great Britain and India should enter into a trade agreement embodying a preferential tariff regime so designed as to benefit the trade of both countries.

3. The Government of India consider that the Tariff Board enquiry should now be undertaken. The Board is requested to examine the following questions and to make recommendations:-

(1) Whether the claim of the Indian cotton textile industry to protection has been established;

(2) If the claim is found to be established, in what form protection should be given and to what extent;

(3) If it is proposed that protection should be given by means of import duties —

(a) whether the same rate of protection is required against the competition of goods manufactured in the United Kingdom as against the competition of goods manufactured elsewhere; and

(b) what rates of duty are recommended in respect of—

(i) cotton piecegoods,

(ii) piecegoods made wholly or partly of artificial silk, and

(iii) cotton twist and yarn, according as they are manufactured—

A. in the United Kingdom,

B. elsewhere.

In making its recommendations the Tariff Board will take all relevant

considerations into account including that stated in part (b) of the Resolution adopted by the Legislative Assembly on the 16th February 1923. In particular, the Board is requested to consider how its recommendations will affect the handloom weaving industry.

4. Firms or persons interested who desire that their views should be considered by the Tariff Board should address their representations to the Secretary to the Board.

(The Gazette of India, 9-4-32, Part I, Page 426).

Millowners' Attitude. - Commenting on the new Tariff Board

Inquiry into textile protection, the Times of India of 19-3-32 observes:

The present plight of the industry must be well-known to the Government of India and the millowners were under the belief that the question of revising the tariff, would not be raised at this juncture. Government must also be aware of the fact that the revenue needs of the country for some time at least will necessitate heavier duties on imported cotton goods than have been imposed for protective purposes. The revenue duties on piece-goods exceed the protective duties and until Government is in a position to sacrifice some of the revenue, there seems to be very little object in having a Tariff Board inquiry at all.

Government could, therefore, have asked the Legislative Assembly for sanction to postpone further inquiry into the question till 1934-35 instead of having it at present, when the indigenous industry has to contend against Japanese competition. After England went off the gold standard, the Yen-Rupee exchange rapidly improved, and immediately Japan gave up the gold standard, the cross rate was Rs.210 per 100 Yen.

In the interval that elapsed between England and Japan going off the gold standard, Japan made extremely heavy purchases of American cotton. Her purchases of Indian cotton, however, fortunately for India, were not so heavy because of the lateness of the crop and the shortness of the supply; but the fact remains that in the finer types of goods produced from American cotton, Japan can still sell cheaper in the Indian market.

The Rupee-Yen cross rate now stands at somewhere between Rs.110 and Rs.120 per 100 Yen and it does not need an economist to work out the tremendous advantage which accrues to Japan by purchasing cotton on the gold standard and selling that cotton in the form of cloth at today's depreciated value of the Yen. (The Times of India, 19-3-32).

These millowners are not without hope that they can present a convincing case for the continuance of protection. Mr.H.P.Medy,

Chairman, Bombay Millowners' Association, is already preparing for a great fight to maintain the protective tariff at the level now prevailing. The reason for the launching of the new inquiry now is that allowance must be made in the Government of India's next budget for any changes in the tariff in which it may result and the Board's report must, therefore, if possible, be in the hands of Government by September, 1932.

(The Times of India, 19-3-32).

Water Hyacinth's Possibilities: A New Indian Industry.

An industrial scheme tested thoroughly in the chemical laboratory of the University of Calcutta and found practicable is announced by Dr.H.K.Sen, Professor-in-charge of the Department of Applied Chemistry of the University College of Science. The scheme has a double purpose to serve; on the one hand, it expects to augment the country's wealth, and on the other it promises to utilise the growing menace of water-hyacinth for the annihilation of which a Government Commission of experts could not prescribe any practical remedy.

Details of the Process. - In the course of an address to a large gathering in the Ashutosh Hall of the Calcutta University, as the Adhar Chandra Memorial Lecturer of the year Prof. Sen, drew the attention of the public to some very interesting applications of such ordinary useless cellulose matters (as rice-straw or water hyacinth. Boiled with one per cent of caustic soda, said Prof. Sen, under a low pressure of 45 pounds only they could be converted into a pulp which, when carefully washed and disintegrated, yielded a semi-gelatinised mass which could be moulded into rods, or sheets under high hydraulic pressure, giving a product of hard consistency, capable of being lathed ground or polished after drying under ordinary atmospheric conditions. This material, a sample of which was demonstrated by Dr. Sen, had great physical hardness and had an electric resistance approaching ebonite. It promised to be a useful adjunct of the wood-work industry, after a coating with water-resisting varnish and was also likely to be used in fancy ornamental work, dolls, statues, electrical insulators, panels, etc.

Budget of the Government of India for 1932-33.

The Budget of the Government of India for 1932-33 was presented in the Legislative Assembly by Sir George Schuster, the Finance Member, on 7-3-1932. A deficit in the revenues of the Government of India for the current year 1931-32 was revealed in the budget, the revised estimates showing a deficit of Rs. 136.6 millions, as against a budgeted surplus of Rs. 3.106 millions. Introducing the Budget, the Finance Member said :-

"I rise to present the Budget for 1932-33 in circumstances which are somewhat unusual. The House is already familiar - almost painfully familiar - with the main features of the present financial situation, and a special occasion has already been taken to ask for the supplies which six months ago we considered to be necessary in order to carry us safely through next year. (see pages 53-55 of the Report of this Office for October 1931). As His Excellency the Governor General has already announced, we do not propose to ask the House at the present stage to approve any extensions or modifications of the plan for raising revenue which we put forward last September. A Budget speech must therefore lack much of the interest which normally attaches to it. Nevertheless a very important part of the financial business still remains to be performed - the voting of the actual grants for expenditure - while the occasion is an appropriate one for attempting a general review of the financial position."

Revised Estimates for 1931-32 and Prospects for 1932-33.- Re. this subject, the Finance Member said: "I need not remind Hon. Members of the circumstances in which we were forced during last September to undertake interim measures to fortify our budgetary position (see pages 53-55 of the Report of this Office for October 1931). According to our estimates at that time, we should, on the existing basis of taxation have had to face deficits of over 190 millions in each of the years 1931-32 and 1932-33. We hoped by our new measures of retrenchment and taxation to reduce the deficit for the current year to Rs. 101.7 millions and for next year - when the effects of retrenchment would be fully felt and with the new rates of taxation, applicable for a whole year - to realise a surplus of Rs. 0.523 millions. But I emphasised in presenting the estimates in September that they would not in the extremely uncertain circumstances then prevailing be regarded as more than guesses and that we looked to the estimated surplus for next year mainly as a reserve margin against this uncertainty. We now allow for a deterioration in the figures by about 30 millions for each year and we anticipate that the current year will close with a deficit of 136.6 millions and that the surplus for 1932-33 will be Rs. 21.5 millions. This surplus of 21.5 millions, based as it is on severely reduced estimates of revenue, we regard as providing a reasonable margin for safety".

Budget at a glance.- The following table shows the actuals for 1930-31, the revised estimates for 1931-32, and the budget estimates for 1932-33:-

	<u>In millions of rupees.</u>		
	<u>Actuals</u>	<u>Revised Estimates</u>	<u>Budget</u>
	1930-31	1931-32	1932-33
Revenue	1246.0	1207.7	1299.6
Expenditure	1361.8	1344.5	1278.1
Surplus (+) or Deficit (-)	- 115.8	- 136.6	+ 21.5
Do. as per September Estimates	- 126.8	- 101.7	+ 52.5

Retrenchment in Salaries.- Re. this subject the Finance

Member said:-

"The total reduction recommended by the four civil sub-committees was Rs. 49.9 millions, and we have against this achieved economies of Rs. 43.3 millions or nearly 87 per cent.- before allowing for terminal charges which, of course, the committees did not take into account. The net controllable administrative expenditure, civil and military (which excludes the cost of collection of taxes and of the administration of Salt and Posts and Telegraphs expenditure) has been brought down from just over Rs. 760 millions in 1930-31 to just over Rs. 640 millions for 1932-33, a reduction of about 16 per cent."

Reduction in Personnel.- The Finance Member gave the following particulars about reduction in personnel effected as a result of economy measures:-

"In pursuance of the retrenchment campaign the following appointments in the Civil Departments (including Posts and Telegraphs) have been or will shortly come under reduction so far as information is at present available -

Gazetted officers	299
Ministerial establishment and other superior establishment	5,279
Inferior establishment	1,485
Total	<u>7,063</u>

General.- The Finance Member explained the deterioration in revenues since his September estimates as due to decreases under commercial departments, profits from coinage and currency, and opium.

Dealing with the future position, Sir George suggested that if the provinces were to be allotted a portion of the revenues now Central, the Central Government may have to find fresh sources in increased taxes falling on the masses such as salt, kerosene, betel-nuts and spices.

(The Hindu, 7-3-1932).

(The Budget of the Government of India for 1931-32 was reviewed at pages 43-45 of the report of this Office for March 1931. See also pages 69-71 of our April 1931 report. For review of the Emergency Budget of the Government of India for period 1-10-1931 to 31-3-1932, see pages 53-55 of the October 1931 report of this Office).

Employment & Unemployment.

Unemployment Statistics in India.

The following question on unemployment statistics in India was put in the Council of State by the Hon'ble Mr. J. C. Banerjee on 29-2-32. The answer given by Mr. J. A. Shillidy on behalf of the Government of India is also given below:-

The Honourable Mr. Jagadish Chandra Banerjee: Will Government be pleased to state whether they have taken any statistics of the unemployed persons of all nationalities in India? If so, will Government be pleased to lay on the table a statement showing the number of unemployed persons of the different provinces in India, with their nationalities?

The Honourable Mr. J. A. Shillidy: No such statistics of unemployed persons in India have been collected, but an attempt was made at the last Census to collect statistics of the educated unemployed. These statistics will be published in the forthcoming Census Report.

(Council of State Debates,
29-2-32, page 50, Vol. I, No. 3).

Social Conditions

Social Workers' Conference, Madras, 1952.

A conference of social workers was held at Madras on 27-3-52 in the Gokhale Hall, Y.M.I.A., Madras, under the presidency of Sir P.S.Sivaswami Aiyar, when workers in different fields of social activity gave their experiences with a view to effecting a co-ordination of their work. The presidential address was followed by more than a dozen addresses on almost all aspects of social work and a resolution was adopted forming a committee to take steps to secure co-ordination of social work at present carried on by different institutions.

The conveners of the conference were the following:- the Rt. Rev. Bishop H.Waller, and Rao Bahadur K.V.Sesha Iyengar (Vigilance Association); Hon. Mr. Justice and Mrs. Venkata Subba Rao (Seva Sadan); Dr. (Mrs.) Muthulakshmi Reddi (Children's Aid Society), Pundit Jnani (Arya Samaj), Mr. D.E.F. McClelland (Y.M.C.A), Mr. G.Jackson (Sanitary League), Mr. A. Ranganatham, M.L.C., (Rural Reconstruction Centre), Mrs. Dorothy Jinarajadasa (Women's Indian Association), Mr. T.S. Ramaswami Aiyar, M.L.C., (President, Corporation of Madras), Mr. M. Kolanthavelu Mudaliar (Temperance League), Dr.(Mrs.) Chinnappa (Health Association), Mr.T.Varadarajalu Naidu (Social Service League), Mr. Abdul Hameed Khan (International Fellowship), Mr. V.Venkatasubbayya (Servants of India Society), and Mr. G.W.Ranson (Sociological Brotherhood).

Sir Swaswami Iyer, the President, in his opening speech explaining the need for and objects of such a conference said:

"The need for the conference was obvious, There had been many institutions and associations started in recent years for improving the social conditions of the community and improving their material and moral conditions. The present conference was to ensure that there was no overlapping of effort on the part of the different institutions and to see how far it was possible to avoid such duplication and wastage. Very often it was found that people engaged in social work did not always possess the necessary intellectual equipment not to speak of the material equipment. It would be better if those who entered the field could realise the importance of drawing largely upon the experience of other countries on the importance of studying the problems of similar kind that had arisen there, and successfully tackled by them.

After the presidential address a number of speeches were made by representative social workers on different aspects of social

welfare work. The following subjects were dealt with:-

"The work of the Madras Seva Sadan" by Mrs. Venkatasubba Rao; "Vigilance Association" by the Lord Bishop of Madras; "Night Schools in Madras" by Mr. T.N. Seshachalam; "Libraries and Adult Education" by Mr. S.R. Ranganathan; "A Social Service Programme for a City Chery" by Rev. C.W. Ranson; "Work in Slums" by Mr. A. Ramanjulu Naidu; "Health Problems of the Poor" by Dr. Vasudeva Rao; "Public Health and Conditions in Cheries" by Mr. H.G. Jackson; "Work among the Depressed Classes of Malabar" by Dr. (Mrs.) Chennappa; "Social Work for Industrial Workers" by Mr. K.D. Anthony; and "Work among the employees in Beedi factories" by Mr. Afsul-Ul-Ulema S.A.W. Bukhari Sahib Bahadur.

The following resolution was passed by the conference:-

"The organisers and the representatives of various institutions brought together in this Conference be asked to form themselves into a Committee for the purpose of taking steps for co-ordinating social service activities and to take all further and necessary steps which will promote the objects of this Conference". (The Hindu, 29-3-32).

Social Insurance.

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State Unemployment Insurance:

Mr. N.M.Joshi's Suggestion to Consultative Committee.

The meeting of the Consultative Committee of the Round Table Conference held on 29-2-32 discussed the suggestion by Mr.N.M.Joshi that the chapter on Fundamental Rights in the new Reformed Constitution for India should include ^a clause entitling every citizen to support from public funds, if no work could be found for him and to the provision, through a system of State insurance or otherwise, for maintenance during sickness, infirmity or old age and in the case of women for a reasonable period before and after confinement. While the Committee were in general sympathy with the principle underlying the proposal, it was pointed out that, in the peculiar conditions of India, it would be impossible to place any such statutory obligations on the State.

Mr. Joshi stated that he attached great importance to the recognition of this principle in the Constitution Act, though he realised that there were financial and other difficulties in the way of giving effect to this clause.

It was finally decided that Sir Tej Bahadur Sapru and Mr. Joshi should draft suitable formula and circulate it for further consideration at the next meeting.

(The Hindu, 1-3-32).

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Co-operation.

Madras Co-operative Societies' Bill (No. IV of 1931) -

Passed into Law

At pages 56 to 57 of the report of this Office for March 1931 reference was made to the intention of the Government of Madras to introduce a Co-operative Societies Bill (Bill No. IV of 1931) in the Madras Legislative Council. The Council on 23-3-32 passed into law this Bill designed to consolidate and amend the law relating to Co-operative societies in the Presidency.

The Hon. Mr. P. T. Rajan, Minister, in his speech on 23-3-32 moving that the Bill should be passed into law said:-

Previous History of the Bill. - The co-operative movement has been in existence for the last 28 years and has made rapid progress during the period. There are now 15,000 societies and the working capital employed in the movement is over Rs. 180 million. The financing and supervision of this vast credit organisation presented problems of great magnitude and it became necessary to take stock of the results achieved so far and to concert measures for future development. The present law relating to Co-operative Societies is embodied in the India Act II of 1912 which like its predecessor the Act X of 1904 laid down merely the general outlines leaving details to be filled in gradually as experience is gained in each province. The experience gained in the working of the movement during the last two decades in this Presidency has indicated that certain changes were necessary in the existing law in order to facilitate the consolidation of the movement and to ensure its further progress. The necessity for such changes was pointed out by several committees like the Townsend Committee on co-operation, the Banking Inquiry Committee and the Royal Commission on agriculture. Recommendations of these bodies were considered by Government and such changes as were found necessary are introduced in this Bill.

Principal Changes. - The principal changes introduced by the Bill are:- (1) the precise nature of the liability in unlimited liability societies and the mode of enforcing such liability has been defined; (2) freedom is given to societies to change their liability from limited to unlimited and from unlimited to limited; (3) provision is made for division and amalgamation of societies; (4) power to inspect societies is given to financing banks; (5) powers are given to the Registrar to execute decrees speedily; (6) power is given to supersede committees of societies with a view to give opportunities

for societies to avoid, if possible, the extreme step of liquidation; (7) greater facilities are given to the liquidator to wind up the affairs of societies speedily; (8) provision is made for the recovery of moneys misappropriated or fraudulently retained by means of a surcharge; (9) provision is made to give power to the Registrar to call a general body meeting of a society in case the committee refuses to do so at the request of the members of the financing bank; (10) to avoid any possible miscarriage of justice the Registrar is invested with power of revision in arbitration cases and also with power to attach property before decision when there is fear of alienation of property; (11) provision is made to enable Government to grant loans, to take shares in, or give financial assistance in any other form to any society; (12) provision is made to take notice of the failure of societies to comply with certain provisions of the Bill. Wilful submission of false returns and the wilful disobedience of summons are made offences under the Bill. The offences are made non-cognizable and triable only by a first-class Magistrate, while an adequate safeguard against irresponsible prosecutions is provided by requiring the permission of the Registrar before launching a prosecution. The existence of the penal sections will stimulate business methods in the minds of co-operators and the provisions are based upon the English Industrial and Provident Societies Act.

The Bill has also provided for greater measure of control by non-official bodies like financing banks over the co-operative societies with a view to secure their co-operation in the expansion and progress of the movement.

Criticism of the Bill. - The provisions of the Bill, have, however, failed to satisfy some of the advanced co-operators whose views were given expression to in the Council by Mr. G. Simhachalam who said:-

"The co-operators of the province were very much disappointed at the nature of the Bill. It was not very much an advance on the existing Act. At a moment when the greatest need was to de-officialise the movement, it had been completely officialised, and converted more or less into a local board. It was a matter for regret that penal and surcharge provisions had been introduced into the Bill against the opinion of the co-operative unions." (The Hindu, 23-3-32).

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1st All India Rural Representatives' Conference, Delhi, 1932.

The first session of the All India Rural Representatives' Conference was held at New Delhi, at the Red Cross Society Hall on the 13-3-32, under the presidentship of Mr. G.K.Devdhar, C.I.E., Member, Servants of India Society. Prominent among those present were Dewan Bahadur G. Narayanaswami Chetti, Mr. Hormusji Nanekji Mehta, Mr. B. Sitaram ~~Ram~~ Raju, Mr. S.G.Mitra, Raja Rampal Singh, Rai Bahadur Lala Brij Kishore, Mr. S.G.Jog, Sardar G.W.Mujumdar, Mr. H.P.Mody and Mr. Jagadish Chandra Banerjee.

Rai Sahib Lala Nanak Chand, Chairman of the Reception Committee, in his welcome address said:-

Today's occasion is a unique one. For the first time in the history of our public life representatives of rural area and rural peoples have met together with the avowed purpose of thinking out a common rural policy for the country irrespective of politics. Nation building in India means rural reconstruction in every phase and form in some 700,000 villages among our three hundred million people, and industrial reconstruction among our towns co-ordinated with the villages. I pray and hope that with the wise guidance of so many distinguished Delegates who are present here and with practical sympathy and financial support of all ranks we may be able to lay the foundations of a beneficial rural policy and programme bringing the town and the village in a link of active fruitful co-operation and so make for the happiness of our millions of rural folk.

The following is a brief summary of the presidential address delivered by Mr. G.K.Devdhar:-

Rural Problems. - If India is a big problem, rural India is a bigger problem still; and all those varied interests that have a direct bearing on the shaping of the future of this land must take into account the problems of rural India and utilize this opportunity to define a far-reaching constructive policy and programme so as to make those who have to live in villages capable, not only of producing in efficient and economical ways more wealth and of bringing more health, happiness and contentment to them all, but there must be created among them able and active citizens capable of playing fairly their humble part in the gradual evolution of larger national life. This is the problem before the country today judging from all points of view; it is not wholly social, economic, or political. It is all

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that and something more too. It is truly a human problem.

Programme Defined. - The meeting held in Poona in July 1931 adopted a proposition which was meant to serve as a basis of this conference and runs as follows:-

"That an All India Rural Representatives Conference be convened early next year to discuss the entire question of rural affairs, village society and economics in the scheme of national life and policy, and to determine the future course of action for all practically interested in the enlightenment, efficiency, equipment, enrichment, and well-being - social, economic and political - of the rural population, as, in view of the likely constitutional changes and the consequential results on the life of the village peoples, it is necessary that the question of reforms and their use and operation should be considered in detail in their rural aspect for the benefit of rural peoples, and that opinion should be created for the formulation of a Rural Policy in all matters regarding (1) Politics, Administration and Legislation; (2) Economics, Agriculture, Rural Industries, and Rural Finance; (3) Education - general and technical; (4) Health, Sanitation and Medical Aid; (5) Physical Culture and Defence, Policing, and Self-Defence against robberies and dacoits, etc., and share in National Defence; (6) Village Autonomy and Prosperity; (7) Reconciliation of the interests of superior and inferior holders; (8) Training and Preparation in Civics, and Corporate Life, as the basis and foundation of a useful and beneficent National Rural policy and co-ordination of action for the operation of such national rural policy."

It looks far too ambitious in its nature, but in these days of internationalism a truly national and comprehensive programme, if one could be safely, wisely, and clearly laid down, for the rural super-structure in a proper perspective in the whole scheme of national advance, is a real need, and I for one would not shirk attempting it. In the first place, in all future under-takings we could not afford to neglect any longer the genuine wants of the rural population who form a preponderating element in our community and who bear no small burden of direct and indirect taxation in maintaining a very costly and elaborate machinery of government. Our outlook, besides, must be thoroughly national, non-sectarian and non-sectional.

Rural Depopulation. - ~~There~~ The neglect of the rural parts and rural needs and occupations coupled with temptations of Industrial Revolution has created here as well as elsewhere a problem of rural depopulation which process must be arrested. All attempts at stopping it would prove futile in the face of the existing conditions of civilization, unless the agriculturist's outlook on life is changed or in other words he is taught a different philosophy of life. In order to stop this slow death of village life with all its poetry, the only remedy that seems to me more effective in the rapidly changing conditions of modern life is the substitution of the process of constructive and healthy urbanization by means of which the human element secures environments for its healthy all-round growth.

Economic Improvement. - Coming down to the need for steady economic improvement of the rural population we come to the question of

Land Revenue or Land Policy. Without any way entering into the discussion whether the Government charge on land is tax or rent, it goes without saying that there is need for the system to be made sufficiently "elastic" and easily "adjustable". Moreover, the relations between the landlords and the tenants in all their wide variety need a closer and more ~~x~~ sympathetic examination and both the Government and the landlords have much in their power to render the life of the poor peasants truly remunerative and adequately self-sufficient. The tenant, on the other hand, is to be educated with regard to the need for the improvement of the conditions of labour and the betterment of his land. The question of the consolidation of small holdings and further prevention of ~~xx~~ fragmentation would have to be taken up. The growing population is imposing great burdens on the soil and, therefore, great relief is necessary in the case of agriculturists by the introduction of supplementary occupations and active promotion of rural industries to reduce the burden of the population on the soil.

Rural Credit. - Then we come to the great problem of the democratization of rural credit which at present is as low as it could be. But impossible expectations and wrong policies have left the maha-jan or the money-lender and the middle-man to dominate the field and so long as he has to do his business according to business principles providing against risk, and so long the frightfully high rates of interest which agriculturists and farmers have to pay in this country continue to exist, there is very little hope of a speedy betterment of the economic position of the peasantry.

Progress of Co-operation. - Luckily, in spite of the want of active promotion of the co-operative principle applied to all the phases of rural life on the part of Government Departments and the politically minded leaders of the country, the movement of co-operation which took its rise in 1904, has made tremendous strides in this conservative country. The progress of the movement in India from the year 1906-07 to 1929-30 shows a growth from a few societies to 104,000. The total number of members of the primary societies has grown from 161,910 in 1906-07 and 1909-10 to 4,181,904 in 1929-30 and the total amount of capital which is increasing faster than membership stands today at Rs.900 ^{millions} ~~crores~~ having steadily risen from Rs.6,812,000 in 1909-10. There are in India today 588 Co-operative Provincial or Central Banks with lending accounts amounting to nearly 180 ^{millions} ~~crores~~ to individuals, banks and societies alone.

Agricultural Indebtedness. - Moreover, there is a great millstone round the neck of the cultivator as a class; and that is what we call "agricultural indebtedness". This problem engaged the attention of many famine commissions and economic inquiries and also of the Indian Central Banking Enquiry Committee. The total indebtedness, on a very conservative estimate, is placed at Rs.9,000 million and one can easily imagine the hopelessly confused economic condition that must be causing perpetual anxiety and uneasiness to the farmer weighted down under this crushing load.

Debt Conciliation Boards. - I am glad to find that the Government of the United Provinces have seriously undertaken enquiries relating to agricultural debts or in another words question of the redemption of agricultural indebtedness and I am, more or less, of opinion that if suitable measures to effect composition of debts by measures of conciliation be undertaken by Government, as was attempted

on a very small scale in C.P. several years ago, or as has recently been tried as one of the State's measures of agrarian relief in Bhavanager State by my friend Sir Prabhashankar Pattani, some kind of relief much better than one what is sometimes contemplated by an Act of Rural Insolvency, would be secured. I am in favour of a great movement by way of starting conciliation boards for agricultural indebtedness with the assistance of Government. This might be attempted with the help of different types of co-operative societies or co-operative land mortgage agencies on a different basis. (Hindustan Times, 16-3-32).

The following fundamental resolution was passed by the

Conference:-

"This All-India Rural Representatives Conference is of opinion that the propositions adopted at this conference be considered as a basis of an All India Rural Policy and Programme for consideration and discussion and invites opinions and suggestions from all groups, bodies and persons, interested in rural affairs, for consideration at the next conference."

Objectives of the Conference. - The following platform was formulated by the Conference:-

The immediate necessity of an examination and revision of land revenue policy and land system; a judicial commission for zemindari rights and interests; a tenancy commission for the charter of tenants' rights; a rural labour inquiry; registered money lenders' association; conversion of the taccavi system into a banking system; the establishment of rural development boards; agricultural improvement trusts, and rural colonies; a village commonwealth council for reinstituting the villages as self-administrative units as a part of the executive system; a rural areas educational council; a system of central rural schools; the need for rural voluntary constabulary and rural statistics; the immediate necessity for a rural industries council; the organisation of rural water-supply systems, rural electric supplies and rural communications by roads and telephones in villages; the necessity for immediate reduction of taxation and supervision and control of prices to prevent profiteering by middlemen.

General Council. - A General Council of 15 members of the Council of State and 45 members of the Legislative Assembly was constituted as the head body with Mr. G.K. Devdhar as president and an executive Council was appointed with Srimatix Vidya Gauri Ram Bhai as president and Mr. Ramrai Mohan Rai as general secretary with necessary powers. (The Leader 21-3-32).

Women and Children.

National Council of Women: 3rd Biennial Meeting, Bombay, 1932.

The third biennial meeting of the National Council of women in India was held at Bombay on 17-3-1932. Owing to the unavoidable absence of H.H. the Maharani Saheba of Baroda, Mrs. Maneklal Premchand, one of the vice-Presidents, and Chairman of the Executive Committee of the Council, presided.

The National Council of Women in India was formed in 1925 with the aim of strengthening and co-ordinating women's activities by federating the various associations working for the improvement of the position of women and for social progress. It has for its object to establish a permanent link between the women's organisations of the different provinces in India thus making it possible for them to work together for the material and moral advancement of women. The National Council of Women stands for the belief that women have a special contribution to make to the solution of social and economic problems.

Mrs. Premchand in the course of her presidential address said:-

"The Council was no longer in its infancy; it had now passed its sixth year; therefore, the time had now arrived for the expansion of the Council. At present they had five provincial councils at Bengal, Bombay, Bihar and Orissa, Burma and Delhi. An institution in Berar was opened last year. All these provincial Councils worked independently. The Madras Branch of the Women's Indian Association and the National Christian Council of India, Burma and Ceylon had also been affiliated to their institution. What the National Council of Women in India was doing was to provide for the exchange of ideas and co-ordinate the work of the different provincial Councils, thus creating sympathy of thought and purpose. Preceding, she stated that the National Council was in touch with 36 different countries through the International Council of Women, and they were interested in international questions. The Council had endorsed the Disarmament Conference. Concluding, Mrs. Premchand pleaded for the enforcement of compulsory primary education for both boys and girls in the country".

Report for Period April 1930 to February 1932.- The report for the period April 1930 to February 1932 presented at the meeting

stated that the period under review was marked by several new developments:

Much useful work was done by the Labour Committee under the direction of Miss Wingate, and the Legislation Committee. The Council considered the question of cinema films and suggested to the provincial councils to urge the appointment of a woman on the local board of film censors as was done in Bengal. The Council also represented to the Central Government to allow educational films, intended primarily for use in schools and welfare educational institutions, to enter the country free of duty. The report then described the nature of the future work to be undertaken. That included the starting of new provincial councils and the compilation of an Indian Women's "Who's Who".

Resolutions Passed.- The following is a summary of the more important of the resolutions passed.-

"The Council thanked Dewan Bahadur Harbilas Sarada for introducing a resolution in the Legislative Assembly to secure rights of inheritance to Hindu widows. It further requested Government to introduce a measure in the legislature conferring on Hindu widows rights of inheritance to their husbands' property, and on daughters to the property of their fathers. Another resolution congratulated all those members who opposed the repeal of the Sarada & Child Marriage Restraint Act. A third resolution considered that, in the interests of the future generation of India, the establishment of school clinics for inspection of children was imperative and urged provincial governments to arrange for this to be done through the public health departments in the provinces. The Council also impressed upon all school authorities the present inadequate arrangements for physical training and out-door games for children and requested them to provide facilities".

Office-bearers.- For the next two years Bombay was selected as the headquarters of the Council. H.H. the Maharani of Baroda, was elected President for four years, and Lady Ezra and Mrs. Maneklal Premchand as vice-presidents.

(The Times of India, 19-3-1932)

Education.

Educational Reform - Punjab Students' Demands.

In recent years the Indian educational system has been subjected to a great deal of criticism, the main counts in the indictment being : (1) the present system emphasises art education and neglects technical education. (2) The system is responsible for creating a permanent surplus of arts graduates beyond the employment possibilities of the country and in this way unemployment is increased, (3) The dearth of technically qualified young men has retarded the industrial progress of the country, as many industries which could be profitably started in the country are not being started for lack of qualified men to run them. (4) The present medium of instruction, English, is not a suitable one and vernaculars should be substituted as this would make education an easier and cheaper process. The truth of such criticism has been accepted to a great extent now, it being generally conceded that much of the preventible unemployment in India is due to the lopsided nature of the present system of education. In view of the important bearings that the present educational policy has on the unemployment situation in the country, the following demands formulated by the Gujranwala (Punjab) Students' Union are given below to indicate the trend of opinion among the educated youth of the country on the educational system:-

1. We , the students of the Punjab University, demand University reform, and insist that the whole question of University reform should be considered solely from the point of view of those for whom this education is meant.

2. The present type of literary education does not satisfy

the needs of the country. It produces a commodity that is a drug on the market. The existing system of education is mainly responsible for unemployment among employable educated young men.

3. We demand that the medium of instruction be changed from English to the Vernacular of the people. The use of a foreign tongue as medium of instruction causes great waste of time and energy and has produced a regrettable gulf between educated people and the masses of the population. The change from English to vernacular would cheapen education, make it more pleasant and less of a task, and finally be a powerful means of bringing enlightenment to the unlettered millions of our countrymen.

4. That the period of study be shortened and education made cheaper.

5. We demand that immediate steps be taken to lessen the rigour of the examination system. If the object of University education had been to make the average student a dull and stupid cramming machine, no better system could have been devised than the existing one.

6. That the artificial barrier, which the present system of education has created between the educated and uneducated, be removed.

7. (a) That the University should help the diffusion of scientific ideas among the masses.

(b) That dispensaries be opened in large numbers in rural areas and proper medical assistance be provided to the villages.

8. We demand that education be de-communalized. The present organisation of schools and colleges on communal lines is one of the direct causes of communal hatred which, from time to time, finds a terrible expression in sanguinary riots.

1,3.

9. That an honest attempt be made to solve the problem of unemployment.

10- That Government should encourage the development of power industries so that educated young men may find employment in large business factories and industrial concerns.

11. While approving the ideas of starting of U.T.G., we demand that the military training and education in politics be made compulsory above the age of 16.

12. Finally we humbly demand that the teachers and professors be asked to come to schools and colleges in simple and cheap dress.

(The Hindustan Times, 31-3-32).

Maritime Affairs.Deck Workers' Strike, Bombay.

About 2,000 deck-workers working in the Bombay docks struck work as a protest against alleged wage-cut and victimization on 12-3-32. The complaints of the dock workers are that the contractors give only 25 per cent. of the labour wages they take from the companies and whereas there were 16 men in each gang previously, the number has now been reduced to 8. In addition, there is also a wage-cut. As the negotiations between the agents of the contractors and the representatives of the Union failed owing to the refusal of the contractors to recognize the Union, two thousand coal men went on strike in sympathy with the strikers on 15-3-32. The Union has drafted a list of 17 demands the most important of which are the following:- (1) The company should recruit labour directly through the Union and should remove the intermediaries such as stevedores, contractors etc. (2) The workers should be paid weekly or as soon as the ship is loaded or unloaded. (3) Double wages should be paid for night work. (4) Restoration of the cut in wages. (5) The working hours should be eight. (6) In case of accidents the claims of injured men must be settled according to the Workmen's Compensation Act with the help of Union officials. (7) If the workers are made to work for half a day they must be paid for the whole day. (8) The rule of half holiday on Saturdays should be strictly observed. Sundays should be treated as holidays as per rules and any work on that day should be treated as whole day and paid double. (9) The Union officials should have a right to go to the Docks and on board the ships for investigating into the grievances of the workers.

(Trade Union Record,
March 1932, Vol.3, No.1).

Despite the fact that about 125 dock-workers resumed work on 24-3-32, press messages dated 30-3-32 indicate that the strike was continuing at the end of March. A development of the strike situation is the frequent clashes that occur between the strikers and the Pathan labour force which has been recruited to replace the strikers.

(The Hindu, 30-3-32).

Dock-Yard Workers' Strike, Madras.

The dock yard workers employed by Messrs. Binny and Co., numbering 1,200 went on strike on 14-3-32 on the question of bonus after having refused to take their wages for the months of January and February as a protest. The workers held a meeting on the 14-3-32 with Mr. Kotiswaram, in the chair. On 15-3-32, the labour leaders interviewed the Managing Director, Mr. Kay. The workers were advised to resume work but they could not be prevailed upon. A union was formed with Mr. P.V. Sutramania Mudaliar as the President and Mr. Kotiswaram as the General Secretary. On 16-3-32 it was decided finally to resume work on 17-3-32. But the next day the management refused to allow the people to work and converted the strike into a lock-out though on the previous day they had asked the workers to resume work. But subsequently as the management approached the workers and asked them to resume work, the Union officials advised the workers to resume work which they did on 18-3-32. The workers resumed work without the management stipulating any condition or terms. It was decided by the Union that the question of bonus should be left over for some time, as it was believed that the management would willingly revise its decision if conditions should improve. It was also decided to register

the Union. As regards the question of receiving wages the Union advised the workers on 19-3-32 to take wages for the months of January and February due to them.

(The Trade Union Record, March 1932.
~~Vol.3~~ Vol.3, No.1).

Bengal Mariners' Union:

Protest Against Wage Cut.

At a largely attended general meeting of the Union held at Kidderpore under the presidency of Mr. M. Daud on the 13-3-32, Mr. M. Abdul Huq, General Secretary, explained the present situation of the Union and the activities of the I.G.N. & Railway Co., Ltd., and the R.S.N.Co., Ltd., affecting the interests of the inland-waterwaymen. He also explained to the members the recent activities of the Joint Steamer Companies and their unwarranted circularisation of a proposed cut by more than 50 per cent. in the pay of the masters, serangs and drivers in their laid-up steamers with effect from the 1-4-32 in breach of terms of settlement made between the Union and the Joint Steamer Companies on 16-9-29. He advised the men to go on constitutional lines and give an immediate united front if they were really serious in the matter. The following resolutions were then unanimously adopted:-

(1) That the Union views with alarm the recent circulars of the I.G.N.&Railway Co.,Ltd., and the R.S.N.Co.,Ltd., arbitrarily reducing the wages of the masters, drivers and serangs of their laid-up steamers and flats by more than 50 per cent. approximately on average, in breach of the settlement made between the Joint Steamer Companies and the Union on 16-9-29. (2) That the Union strongly disapproves of the actions of the Joint Steamer Companies in circularising the aforesaid reductions in wages of laid-up steamers and flats to be enforced from the 1st April 1932 without consulting the Union, thereby preventing them to put their point of view in the matter. (3) That the aforesaid reduction in wages by more than 50 per cent. is not

warranted by any unforeseen economic conditions by which the Joint Steamer Companies may plead trade depression etc. (4) That the Joint Steamer Companies be requested forthwith to withdraw their circulars, in order to avoid a serious situation that may arise in the steamer services in Bengal in case the aforesaid reductions be enforced from the 1-4-32. (5) That special general meetings be held within this month in all the important centres in order to ascertain the views of the men.

(The Trade Union Record, March 1932,
Vol.3., No.1).

National Seamen's Union of India -
Amalgamation of two Bombay Unions.

At a general meeting of the members of the former Indian Seamen's Union Bombay, held on 5-3-32 under the presidency of Mr. R.S.Asavale, resolutions were passed cancelling the registration of the Indian Seamen's Union, Bombay, and urging the registration of an amalgamated Union composed of the Bombay Seamen's Union and Indian Seamen's Union, Bombay, under the name of the "National Seamen's Union of India, Bombay and urging the pooling of the moneys of the former Bombay Seamen's Union into the funds of the National Seamen's Union and advising the Indian seamen to take advantage of the newly opened Indian sailor's home at Bombay.

(The Trade Union Record,
March 1932, Vol.3, No.1).

Migration.

Cape Town Conference Parleys: Report Delayed.

At page 69 of the report of this Office for February 1931 reference was made to the conclusion of the Cape ~~Town~~ Conference on 4-2-32. The Indian Delegation to South Africa consisting of Sir Fazli Husain, the Rt.Hon.V.S.Srinivasa Sastri, Sir D'Arcy Lindsay, Mr. G.S. Bajpai and Mrs. Sarojini Naidu, along with Sir K.V.Reddi, arrived in New Delhi on 28-2-32.

The Delegation had a meeting with the Viceroy and departmental officials concerned at the Viceroy's House on 29-2-32. The course of the negotiations in the Cape Town Conference and the conclusions reached by them were then, fully explained. But the only available official information is that no announcement can be expected for some time. One reason appears to be that the Conference did not carry the situation to a finished well-trimmed one, on which alone a public announcement would be suitable. It may be presumed that neither side can make an announcement without first arranging such a date. (The Times of India, 2-3-32).

The Indian Delegation to South Africa was summoned to New Delhi for a final Conference in the third week of March, the main business being to consider the reply expected from Dr.Malan re. amendments to the pending Land Tenure Bill. The Bill, against which Indian opinion has taken its stand, has been examined by the Indian delegation in detail and various amendments have been suggested to modify the effect of the anti-Indian provisions in the Bill. There is no confirmation or denial available ~~in~~ of the press report which has emanated from Durban mentioning that the Conference has failed to achieve

substantial results and it is stated, in authoritative circles, that any premature statement on the subject would be unwise as delicate negotiations are still going on. (The Times of India, 21-3-32).

According to the Statesman of 27-3-32, the Report on the South African Conference will be published in the first week of April 1932.

Migrated.

Facilities for Indian Emigration To Brazil.

The following questions with regard to facilities for Indian Emigration to Brazil were asked in the Legislative Assembly on 1-3-32 by Mr. Bhupat Sing (on behalf of Mr. Gaya Prasad Singh). The answers given by Sir Evelyn Howell on behalf of the Government of India are also appended:-

Mr. Bhupat Sing (on behalf of Mr. Gaya Prasad Singh): (a) Is it a fact that the approximate number of Indians in Brazil is about 2,000; and are Government aware that Brazil is a vast country with abundant natural resources, and climatic conditions similar to those of India?

(b) Are Government aware that the Government of Brazil has opened her door on an equal basis, and without racial prejudice to all emigrants?

(c) Are Government aware that from 1926 to 1930 an annual average of one lakh of emigrants landed in Brazil from Europe, Japan, and other countries?

(d) Are Government aware that much propoganda is done in many European countries, and in Japan, with a view to encourage emigration to Brazil?

(e) Are Government aware of the existence of the Indo-South American Travellers' Aid Society, 189, Hornby Road, Bombay, which disseminates information on Brazil to intending emigrants and travellers?

(f) Do Government propose to explore the possibility of assisting the Colonial returned Indians to settle in Brazil by issuing necessary passports, and affording other facilities for emigration?

(g) Is there any officer located in Brazil to look after the interests of the Indians in Brazil? If so, who is he?

Sir Evelyn Howell: (a) Government are prepared to accept the information supplied by the Honourable Member as substantially correct.

(b) Government have no special information as to the general immigration policy of the Brazilian Government, but they are aware that it issued a decree prohibiting all foreign immigration for a period of one year with effect from the 1st January 1931. It is believed to be still in force.

(c), (d) and (e). Government have no special information.

(f) In view of the answer to part (b) Government do not consider that any useful purpose would be served by taking up the Honourable Member's suggestion at present.

(g) His Majesty's Ambassador in Brazil at Rio de Janeiro is responsible for looking after the interests of all British subjects in that country.

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References to the I.L.O.

The March 1932 issue (Vol. XI, No.7) of the Labour Gazette, Bombay, reproduces at pages 709-713 the provisional reply of the Government of India to the I.L.O. Questionnaire on the Age of Admission of Children to Employment in Non-Industrial Occupations.

The same issue publishes at pages 713-715 the first part of the replies of the various industrial interests in the Bombay Presidency to whom copies of the questionnaire were sent.

The April 1932 issue of the Labour Gazette, (Vol. XI, No.8), Bombay, publishes ^{at pages 808-826.} the remaining portion of the replies of the industrial interests in the Bombay Presidency to the above questionnaire.

...

The April 1932 issue (Vol. XI, No.8) of the Labour Gazette, Bombay, reproduces at page 771 the Resolution of the Government of India announcing the personnel of the Indian Delegation to the 16th session of the I.L. Conference.

The personnel of the Delegation has also been published in the Hindu of 6-4-1932, the Times of India of 7-4-1932, the Daily Herald of 7-4-1932, and in the printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, for the month of March 1932.

...

The April 1932 issue (Vol. III, No.4) of the Indian Post, Delhi, the April 1932 issue (Vol. XXV, No.2) of the Anglo-Gujarati Quarterly Journal of the Indian Merchants' Chamber, Bombay, the Hindustan Times

of 8-4-1932, the Statesman of 10-4-1932, the Times of India of 12-4-32, the Leader of 13-4-1932, the Hindu and Daily Herald of 14-4-1932, and all papers publish a communique issued by this Office under the caption "The 16th Session of the International Labour Conference". The communique deals with the various items on the agenda of the Conference and their importance to India. Copies of the communique have been forwarded to Geneva with this Office's minute H 2/728/32, dated 7-4-1932.

... ..

The Hindustan Times of 14-4-1932, the Statesman of 15-4-1932, the Daily Herald of 15-4-1932 and the Hindu of 18-4-1932, and all papers, publish a press communique issued by this Office under the caption "The I.L.O. and Development of Social Policy; Director's Report to the 16th I.L. Conference, 1932". Copies of the communique have been forwarded to Geneva with this Office's minute H 2/790/32, dated 14-4-1932.

... ..

The text of the resolution presented by Diwan Chaman Lall, the Indian Workers' Delegate to the 16th session of the I.L. Conference, urging, ~~z~~ in cases where the agenda of the I.L. Conference includes questions which affect mandated territories or colonies or territories where the ruling race is different from the race to which the majority of the working population belongs, the desirability of convening a preparatory advisory conference, before such questions are taken up for first discussion by the general conference, has been published by the Hindustan Times of 29-4-1932.

... ..

A Reuter's cable stating that Diwan Chaman Lall, the Indian Workers' Delegate to the 16th session of the I.L. Conference, made a statement, in the course of his speech on the question of India's delaying the application of the Washington Hours Convention, to the effect that Indian railway employees often worked 22 hours daily, is published in the Hindu and the Statesman of 28-4-1932, the Hindustan Times of 29-4-1932, and the Leader of 30-4-1932.

... ..

"Indian Finance", Calcutta, of 23-4-1932 (Vol. IX, No.16) publishes at page 548 a long and appreciative review of the book "India and the International Labour Organisation" by Dr. P.P. Pillai, the Director of this Office. The book, it will be remembered, contains the Banailli lectures delivered by Dr. Pillai at Patna in 1929.

... ..

The issues of New India of 31-3-1932 (Vol. V, New Series No.53) and of 21-4-1932 (Vol. VI, New Series No.3) reproduce at pages 6-7 and 5-6 respectively extracts from the article "Women Workers in Indian Industries" contributed to the International Labour Review by Dr. R.K. Das, a member of the staff of the Geneva Office.

... ..

The March 1932 issue (Vol.III, No.3) of the Indian Post, Delhi, publishes at pages 97-101 a long article under the caption "The World and the Worker! the I.L.O. at Geneva" contributed by Mr. K.E.Matthew, a member of the staff of this Office. The article deals with the

varied efforts for the amelioration of ~~the~~ labour conditions throughout the world which are being carried on under the auspices of the I.L.O.

... ..

The Hindu of 20-4-1932 publishes a long summary of a speech delivered by Dr. Lanka Sundaram at the Y.M.C.A. auditorium, Madras, on "India and the League of Nations" under the auspices of the Truth Seekers' Fraternity, Madras. Dr. Sundaram explained to his audience the various ways ⁱⁿ which India was profited by her connection with the League of Nations and the I.L.O. He demonstrated the necessity for India's permanent association with the League and put in a strong plea for the formation of an Asiatic ^bloc of States as a part of the League.

... ..

The April 1932 issue (Vol. IX, No.7) of the Indian Labour Journal, Nagpur, publishes at pages 103-105 the second and concluding instalment of the article entitled "The International Labour Office" contributed by Mr. Prentiss B. Gilbert. The first instalment was published in the March 1932 issue of the Indian Labour Journal (vide page 3 of the report of this Office for March 1932).

... ..

New India of 28-4-1932 (Vol. VI, New Series No.4) publishes at page 17 a short note on unemployment based on ~~the figures~~ a communique issued by this Office under the caption "The I.L.O. and Unemployment:

Questionnaire on Recruitment of Professional Workers". Copies of the
 communique have been forwarded with this Office's minute H 2/991/32,
 dated 5-5-1932.

... ..

The Leader of 29-4-1932 publishes an editorial article under the
 caption "Backbone of Economic System" based on the press communique
 entitled "The I.L.O. and Unemployment: Questionnaire on Recruitment
 of Professional Workers", issued by this Office. The article, after
 quoting figures of the unemployed in the different countries to show
 the extent of the depression, refers to the efforts that are now being
 made to bring about a British Empire economic unit at the forthcoming
 Ottawa Conference.

... ..

The Servant of India of 7-4-1932 (Vol. XV, No.14) publishes at
 page 115 an article under the caption "I.L.O. and Unemployment" con-
 tributed by Dr. Georges Thalín. The article deals with the efforts
 that are being made by the I.L.O. to devise adequate remedies for the
 present heavy incidence of unemployment, and directs special attention
 to the significance to the Christian world of the I.L.O.'s contribution
 in this sphere.

... ..

One of the recommendations made in the Report of the Trade
 Union Unity Committee appointed by the Trade Union Unity Conference,
 Bombay, is that the Indian Trade Union Congress should, in future,
 send its representatives to the sessions of the I.L.Conference. A
 summary of the Report of the Committee is given at pages 25-27
 of this report.

Ratifications.

Abolition of Forced Labour in C. P.:

Bill to Amend C.P. Land Revenue Act, 1917.

The Hon. Sir Arthur Nelson will introduce a Bill to amend the C.P. Land Revenue Act of 1917 at the next session of the C.P. Legislative Council. The objects and reasons of the Bill as published show that the Legislative Assembly as well as the Council of State passed resolutions in October 1931 agreeing to the Draft Convention and Recommendations concerning forced or compulsory labour adopted by the 14th session of the International Labour Conference held at Geneva in June 1930. The Government of India decided to accept the resolution passed by the Indian legislatures. The Bill is intended to give effect to the recommendations by amending section 53 of the C.P. Land Revenue Act which in its present form permits of the employment of compulsory labour.

(The Leader, 13-4-32).

Questionnaire on Age of Admission of Children to
Non-Industrial Occupations; Views of Bombay
Industrial Interests.

The March 1932 issue (Vol XI No.7 pages 713-715) and the April 1932 issue (Vol. XI No.8 pages 808-826) of the Labour Gazette, Bombay, publish the replies of the industrial interests in the Bombay Presidency to the I.L.O. Questionnaire on the Age of Admission of Children to Non-Industrial Occupations. The text of the replies are not reproduced as the Labour Gazette, Bombay, is being regularly received at Geneva.

National Labour Legislation.

The Tea Districts Emigrant Labour Bill, 1932: Reference to
Select Committee.

At pages 9 - 13 of the report of this Office for March 1932, the main headings of the Tea Districts Emigrant Labour Bill (L.A. Bill No. 28 of 1932) as also the Statement of Objects and Reasons for the Bill were given. On 5-4-1932, the Honourable Sir Joseph Bhore (Member for Industries and Labour) moved in the Legislative Assembly the following resolution re the reference of this Bill to a Select Committee:

"That the Bill, to amend the law relating to emigrant labourers in the tea districts of Assam, be referred to a Select Committee consisting of Sir Cowasji Jehangir, Mr. K. Ahmed, Mr. C.C. Biswas, Mr. Abdul Matin Chowdhury, Mr. A.G. Clow, Mr. Tin Tut, Mr. H.B. Fox, Mr. N.M. Joshi, Mr. B.N. Misra, Mr. H.P. Mody, Mr. G. Morgan, Mr. T.R. Phookun, Mr. Gaya Prasad Singh, Mr. K.P. Thampan, Mr. Muhammad Yamin Khan, Sir Frank Noyce, Mr. S.G. Jog and the Mover, and that the number of members whose presence shall be necessary to constitute a meeting of the Committee shall be five."

Moving the resolution Sir Joseph Bhore said: The first principle is the acceptance, as an ideal policy, of the removal of restrictions on ~~and~~ impediments to the free movement of labour. I do not think that anybody in this House will object to ~~that~~ that policy which has the endorsement of two Royal Commissions. But it may be that that policy may not be susceptible of complete acceptance here and now without some temporary modification or qualification, and we have, therefore, provided in the Bill for power to exercise control over the forwarding or the recruitment of labour to Assam or ~~■~~ over both, should this become necessary in the interests of the emigrants. Our position is that we would like to see all restraints removed but realising how easy it is for abuse to creep in, we have provided power to impose control should this be necessary.

The next principle of importance is to secure to the emigrant to Assam the right of repatriation. That is a matter of great importance. It is perfectly true that this will lay a statutory burden upon the employer. But I venture to think that his gain will also be substantial. His labour, feeling that their return to their homes is definitely secured, will be more contented and for that reason more efficient. We are providing for a definite right to repatriation at the end of three years, and we are also providing for the exercise of that right before the expiry of that period in certain eventualities. The other provisions of the Bill deal with procedure machinery and other necessary details.

In the debate which followed, Messrs. K.P. Thampan, Abdul Matin Chowdhury, H.M. Fox (Assam-European), C.S. Ranga Iyer, N.M. Joshi, B. Sitaramaraju, B. Das and A.G. Clow (Government of India Nominated Official) took part. Below are given summaries of the speeches made by Messrs. Abdul Matin Choudhry, H.M. Fox ^{and} .

Mr. Abdul Matin Choudhry: The Bill is a very important measure. It will affect the future happiness and well-being of thousands of workers in Assam tea plantations. The House should realise the true implications of this Bill, that it should have an idea of the dangers and pitfalls to which it exposes emigrants to Assam tea gardens, and that the House should examine very carefully the sufficiency of the measures that are proposed to be taken to safeguard the interests of labour. This Bill is primarily intended to facilitate the flow of labour to Assam tea gardens. Now, in a poor country like ours, where unemployment is chronic, it is pertinent to inquire why is it that labourers from distant parts of India do not flock to Assam gardens when there is a great ~~man~~ demand for labour there. Why is it that the tea planters find it necessary to spend as much as Rs. 150 per recruit to get labourers from outside? On no other industry, is it necessary to spend money on recruiting organisation. The Assam Oil Company at Digboi is able to attract recruits without any recruiting organisation: the B.O.C. oil wells in Sylhet and Cachar are worked with local men. Assam sends labourers even to other parts of India. The only conclusion to be drawn from all this is that the conditions of life and work and also wages in tea gardens are not such as to tempt anybody to go there and seek service there.

I shall tell the House what are the conditions that I consider essential and should be incorporated in this Bill before the Government can encourage emigration to Assam tea gardens. The first essential condition, I think, is that the emigrants in tea gardens and the general public should have opportunities of coming into closer contact with each other than is at present the case, and that the general public should be given the right of access to the tea gardens. There are about 900 tea gardens in Assam, but there is not one single labour organisation to protect the interests of the labourers. The labourers themselves are illiterate and the public are shut out from the gardens. All over India the trade union movement is progressing, but in Assam plantations it is non-existent. It is impossible to start a labour union as the public have no right of access to the gardens. The trade union being non-existent, the labourers remain ignorant even of the beneficial measures that the Government pass for their protection. And being ignorant of their rights, they cannot assert or claim them and are thus absolutely at the mercy of the planters. The commission recommended that steps should be taken to secure closer contact between the tea garden labourer and the public outside.

Next as regards wages. If the labourer is assured of a reasonable wage, no further impetus to induce the labourer to go to the tea gardens will be required. But with regard to wages the planters there are moving in a vicious circle. They keep ~~x~~ their wages low and therefore they are confronted with a scarcity of labour. Because they are confronted with a scarcity of labour, they spend huge sums of money to secure recruits from outside, and because they spend large sums of money on securing recruits from outside, they are forced to keep down their wage bill. In the year 1929, this industry spent over a crore of rupees in securing recruits. Had they spent that money on the wages of the labourers, the wages could have been increased by 25 per cent.

As regards welfare conditions, the Commission made many detailed recommendations. There is one recommendation which I want to emphasise, namely, the establishment of a statutory Board of Health and Welfare. The functions of these boards will be to lay down regulations with regard to conservancy, drainage, sanitation and other welfare activities. I should like to remind the House that at the instance of the Government of India the Federated States of Malaya incorporated in their "Labour Code" similar provisions in the interests of Indian emigrants. In Ceylon also the interests of Indian emigrants are similarly protected. I want that in this Bill identical provisions should be inserted to safeguard the interests of emigrants to Assam.

Mr. H.B. Fox: Honourable Members who know little of Assam and of the tea industry might perhaps fall into the error of thinking that the chief object of this Bill is to confer benefits on a favoured industry. Such, is far from being the case. In the dim distant past, labourers in Assam were under penal contracts, and naturally the recruitment and employment of such labour was regulated by statute. In those bygone days Assam was remote, inaccessible and unhealthy, labour was ~~at~~ difficult to get. There are 600,000 ex-tea garden coolies settled on 500 square miles of land which they hold direct from the Government of Assam, and these settlers were all imported at the

expense of the tea industry. That might probably be one of the reasons why we did not achieve a flow backwards and forwards between Assam and the recruiting districts. The difficulty of obtaining labour in those days was responsible for the creation of a class of professional recruiters who reaped rich harvests at the expense both of the tea industry and the emigrant. The situation inevitably gave rise to all sorts of recruiting malpractices and as a result Assam acquired a bad name, first as a remote and unknown place, a foreign land like Fiji or Malaya. I maintain, and I have the support of the Royal Commission in maintaining that apart from the vague fears of the recrudescence of the old recruiting abuses, there is no justification whatever for the perpetuation of a system whereby one single industry in one province is legally hampered in the engagement of its labour force.

This Bill grants to the emigrants statutory rights of repatriation. The tea industry has no objection whatever to this. The first object of the Bill is, while making it possible to exercise such control as may be justified and required by the interests of the emigrant, to ensure that no restrictions are imposed which are not so justified. The industry has no fear of these threatened restrictions, so long as the criterion of their introduction is the interests of the emigrant and not the interests of rival employers. It was clearly contemplated by the Royal Commission on Labour that there should be a marked difference between the introduction of control over forwarding and the imposition of restrictions on recruiting. The former was to be the normal state of affairs; and unless and until it is considered desirable to do without such control, the restriction on recruiting was in no case to be normal or automatic or precautionary; it was only to be resorted to if a situation developed that made such restrictions unavoidable. We find in the Bill, however that the manner of introducing a regime of forwarding control and a regime of restricted recruiting is precisely the same in each case, with no safeguard whatever that there should be cause shown before the latter step is taken. If such safeguards are not given, the interests of the emigrants themselves may be gravely prejudiced and the tea industry will have no alternative but to regard this Bill as a threat of an indefinite ~~per~~ perpetuation of a system of unjust and unmerited restriction for which there is no parallel in India.

The motion to refer the Tea Districts Emigrant Labour Bill to a Select Committee was finally passed by the Legislative Assembly.

(Summarised from pages 2978-2998 of the Legislative Assembly Debates, 5-4-1932, Vol.III, No.15).

11

The Employers and Workmen (Disputes) Repealing Act, 1932.

At page 7 of the January 1932 report of this Office was given the text of the Employers and Workmen (Disputes) Repealing Bill, with the Statement of Objects and Reasons, which was introduced in the Legislative Assembly on 28-1-1932. The Bill was passed on 3-2-1932 by the Legislative Assembly without any modifications or changes and the Act received ^{the} assent of the Governor General on 5-3-1932. The text of the Act is published at page 2 of Part IV of the Gazette of India of 12-3-1932.

Conditions of Labour.Conditions of Work on Indian Railways, 1930-31*

The following information regarding the conditions of labour on Indian railways ~~are~~ is taken from the Report by the Railway Board on Indian Railways for 1930-31, Vol. I, which has recently been published by the Government of India. As in the previous years the Railway Board's Annual Report on Indian Railways is published in two volumes. Volume I is the report proper and reviews the general administration and the financial results of the railways during the year. Volume II is a compilation of financial and statistical summaries and statements covering the main heads of the capital and revenue accounts ^{which} ~~and~~ are sufficiently comprehensive to embrace the complete range of railway working. For reasons of finance and for accommodation in connection with the dates for the presentation of the Railway as well as the General Budget in the House of the Legislature, the period for which the report is prepared is reckoned from the 1st April in one year to the 31st March in the following year.

Earnings of the Railways:- The depressed state of Indian trade during 1930-31 is reflected in the large decrease which has to be recorded in the gross earnings of the railways. The earnings of State-owned lines fell from Rs. 1,020 millions in 1929-30 to Rs. 950 millions in 1930-31, representing a decrease of approximately Rs. 70 millions. The net loss from the working of State-owned railways was Rs. 51.9 millions. In accordance with the convention regarding the separation of railway from general finances, a contribution of Rs. 57.4 millions was made from railway to general revenues for the year, the amount being taken from the railway reserve fund. The decline in earnings was as much due to the fall of passenger traffic as of goods; the earnings from passenger traffic on all railways both State-owned and others fell from Rs. ~~386~~ 386 millions to Rs. 343 millions, a decrease of 43 millions, while the earnings from goods carried fell from Rs. 688 millions to Rs. 644 millions, a decrease of Rs. 44 millions. The more noticeable decreases in the movement of goods traffic were in the export of jute and cotton and fewer shipments of oil-seeds. In sympathy with depressed trade there was smaller movement of passengers whether travelling short or long distances.

* Government of India - Railway Department (Railway Board) - Report by the Railway Board on Indian Railways for 1930-31, Vol. I. Calcutta: Government of India Central Publication Branch 1932. Price Rs. 4-14 or 8s. pp 117.

Number of Staff.- The total number of employees on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1930-31 was 781,130 as compared with 817,733 at the end of 1929-30. The increase in route mileage during the same period was 557 miles. The following table shows the number of employees by communities on the 31st March 1930 and 1931.

Date	Europeans	Statutory Indians.				Grand Total.
		Hindus	Muslims	Anglo Indians and domiciled Europeans.	Other Classes	
31-3-1930	4,981*	579,040*	182,349*	14,647*	36,716*	817,733*
31-3-1931	4,799	553,851	172,321	14,350	35,809	781,130

*The figures with asterisk represent ^{revised} figures due to minor corrections made in the figures published last year.

Cost of Staff.- The total number of staff on open line on 31-3-1931 was 746,111 being less by 37,791 than on 31-3-1930. The total number of staff on construction was 14,136 as compared with 15,466, showing a decrease of 1,330. The greater part of the reduction in number was, however, made shortly before the close of the year and its effect is therefore not reflected in the total cost of staff, which in the year 1930-31 was Rs. 399,220,220 as compared with Rs. 396,953,154 during 1929-30.

Recruitment.- Indianisation (1).- State-managed Railways:- In the last report of the Railway Board, a reference was made to the decision, taken in 1925 as a result of the recommendations of the Lee Commission, to take steps to advance recruitment in India to 75 per cent. of the total number of vacancies in the Superior Services and to the special measures adopted to encourage the recruitment of Indians for the Transportation (Power) and Mechanical Engineering Department, where, owing to the lack of qualified candidates in the country, the recruitment prior to 1929-30 was practically confined to Europeans. As a result of similar measures taken during the year under review, two Indians have been recruited for these departments through the High Commissioner for India and the Public Service Commission had been requested to arrange for the recruitment of three more in India.

During the year under review, the total number of permanent appointments made in the gazetted ranks on State-managed Railways was 80, of which 12 went to Europeans and 48 to Statutory Indians, of whom 20 were Hindus, 5 Muslims, 19 Anglo-Indians and domiciled Europeans and 4 of other communities. The ratio of Indian to European recruitment was 80 to 20 in respect of permanent appointments.

The above figures do not include the appointment of 12 apprentices all of Asiatic domicile, recruited in India for the Transportation (Power) and Mechanical Engineering Departments during the year under review. The communities to which these apprentices belong are as follows:- Hindus - 7; Muslims - 1; Anglo-Indians and domiciled Europeans - 2; and Other communities 2.

(2) Company-managed Railways.- The progress made in the direction of Indianising the Superior Services on Company-managed Railways falls short of that on State-managed Railways. The Companies have agreed to fall in line with the policy of Government as indicated in paragraph 73 but have not yet been able, owing to various reasons, to advance Indian recruitment up to 75 per cent. of the total vacancies. The South Indian Railway alone has so far been able to reach this percentage. During the year under report, the Companies ~~have~~ ^{were} reminded of their obligation to fill, as quickly as possible, 75 per cent. of all vacancies in all the departments taken together by persons of Indian domicile. During the year under review, the total number of appointments made in the superior service on company-managed railways was 72, of which 32 went to Europeans and 40 to Statutory Indians, of whom 30 were Hindus, 1 Anglo-Indian and domiciled European, 6 Muslims and 3 of other communities. The ratio of Indian ~~and~~ ^{to} European recruitment was 55.6 to 44.4 in respect of permanent appointments and 61. to 38.5 in respect of all appointments, whether permanent or temporary.

(3) Review of Progress made since 1925.- The Indian element in the superior services has risen from 28.02 per cent. on State-managed and 17.74 per cent. on Company-managed Railways in 1925 to 37.68 per cent. on State-managed and 31.90 per cent. on Company-managed Railways in 1931 by a corresponding reduction in the European element.

Emergency Reorganisation of Superior Cadres of State-managed Railways.- During 1929 the Railway Board prepared a scheme for the reorganisation of the cadres of the superior services on State-managed Railways. The principal features were the institution of a separate cadre for each of the State-managed railways; the provision of a reserve for leave and deputation; the abolition of the Provincial Engineering Service and the Local Tariff Service; and the constitution of a new Lower Gazetted Service in all branches. The approval of the Secretary of State was received in February 1930, and considerable progress has already been made towards giving effect to the reorganisation.

Rules for the Recruitment and Training of Subordinate Staff.- During the year under report the Railway Board drew up rules for the recruitment and training of workshop apprentices and of other subordinate staff generally, calculated to ensure the adoption of systematic methods of recruitment and training of the staff compatible with the local conditions, and requirements on each railway. The rules relating to workshop apprentices cover apprentice mechanics and trade apprentices who after training qualify for appointments as supervising subordinates and skilled artisans respectively. These rules were discussed with the Central Advisory Council in July 1930 and were issued for adoption on State-managed Railways with effect from the recruitment to be made in 1931, a copy being simultaneously forwarded to Company-managed Railways to enable them to carry out such revision in their practice and procedure as may be necessary. The rules for the recruitment and training of the subordinate staff were not finally issued until the commencement of the following year.

Training Staff.- It is reported that the Railway Staff College, Dehra Dun, continued to function satisfactorily during the year under review.

Improvements in the Service Conditions of the Staff.- The year under review witnessed considerable progress in the carrying out of the various schemes referred to in the last report for the amelioration of the service conditions of the staff, more particularly of the lower paid employees. A brief account of the progress made is given below.

(1) Revision of the scales of pay of lower paid employees.- As stated in the last report a comprehensive examination of the wages of the lower paid employees of railways was commenced in May 1929 and a revision sanctioned for the Eastern Bengal and Great Indian Peninsula Railway with effect from the 1st April 1930 at an estimated recurring cost of Rs. 450,000 and Rs. 500,000 per annum respectively. The year under review was marked by considerable progress in the direction of extending the scheme of revision to other railways.

(2) Similar schemes have been inaugurated in the Engineering and Medical Departments of the Assam Bengal Railway from 1-4-1929 at a total estimated expenditure of Rs. 118,296 per annum, in the Madras and Southern Mahratta Railway in June 1930 at a total estimated annual cost of Rs. 460,107, and in the East Indian Railway from 1-9-1930 at an estimated cost of Rs. 1.65 millions.

An enquiry was conducted, during the year in ~~the~~ review, into the conditions of service of the employees of the printing presses of the East Indian Railway and Eastern Bengal Railway and as a result, the following changes were sanctioned in October 1930:-

(i) Employees to be rated in future on a suitable monthly rate of pay based on 200 hours of work in the month and initial pay in the new scales to be fixed by the Agent; (ii) To give good workmen the opportunity of earning increased wages, a system of piece-work rating to be introduced concurrently with the introduction of the revised rates of pay for specified classes of employees; and (iii) Overtime to be avoided as far as possible and to be paid for, when worked, at one and a quarter times the normal rate of pay.

Hours of Employment and Periods of Rest.- In the last report a reference was made to the Indian Railways Amendment Act, 1930, enacted with the object of giving effect to the statutory obligations incurred by the Government of India by the ratification of the Washington and Geneva Conventions relating to a 60-hour week for India and a weekly rest day respectively. It was also stated that considerable progress had been made by the North Western and East Indian Railways in the application of the provisions of these conventions and that proposals were in hand to appoint officers on special duty on the remaining Class I Railways, with a special officer attached to the Railway Board, in order that the amendments to the Indian Railways Act effected by the new Act, should be applied with as little delay as possible. In April 1930 an experienced officer was placed on special duty with the Railway Board to direct and co-ordinate the working out of the schemes on the various railways through the agency of special officers placed on special duty on individual railways for the purpose. These officers met in conference at Simla during the following month and received detailed instructions regarding the lines on which their work was to be carried out. The final draft of the rules and instructions prepared to give effect to the Indian Railways (Amendment) Act of 1930 (vide pages 9-12 of the report of

this Office for January 1930) was discussed with a deputation of the All-India Railwaymen's Federation in September 1930 and after a further examination by the Railway Board and the Government of India, the rules were published in the Government of India Gazette, dated the 31st January 1931, thus assuming a statutory character. The rules, according to the present report, will come into force on each Railway from a date to be notified in the Gazette of India. During the year under report, arrangements for the introduction of the rules were completed on the North Western and East Indian Railways, while detailed schemes for the entertainment of the additional staff and construction of quarters required with a view to giving effect to the rules were prepared by the other railway administrations, of which those relating to the Eastern Bengal, Bengal, Baroda and Central India, South Indian and Madras and Southern Mahratta Railways were finally approved by the Railway Board.

Revision of Leave Rules.- As stated in the last report, new leave rules were introduced on the State-managed Railways with effect from the 1st April 1930. These rules were also circulated to the Company-managed Railways and in August 1930 a copy was forwarded to the Secretary of State with a recommendation for the modification of the Fundamental Rules for the guidance of Railway Companies in the light of the new rules introduced on the State-managed Railways. This recommendation was accepted by the Secretary of State in April 1931 and the Company-managed Railways are taking steps to modify their leave rules to bring them into line with the new State Railway leave rules.

Acceleration of payment of salaries.- During the year under review, the scheme inaugurated on the Moradabad Division of the East Indian Railway for speeding up payments of salaries was extended to the Howrah Division of the Railway with equally good results. A demonstration was also given at Moradabad in December 1930, which was attended by several officers of the State and Company-managed Railways with a view to encouraging the various railway administrations to adopt suitable measures for the acceleration of payments.

Investigation into the System of Raising and Recovering Debits.- The Railway Board addressed a questionnaire to the Agents of the State-managed and Company-managed Railways in December 1929, detailing the main heads under which debits are commonly raised and enquiring as to the policy and procedure followed on each railway in raising and recovering debits, the authorities competent to impose debits and other cognate matters. The replies were received and examined in October 1930 and in the following month a senior traffic officer was placed on special duty on the East Indian Railway, to make further enquiries and to report. The report of the officer was received by March 1931 and a meeting of the representatives of the various railway administrations is to be held to discuss the report and take necessary action.

Welfare:- (1) Education of Employees' Children.- As fore-shadowed in the last year's report, provisional rules were issued, with the concurrence of the Central Advisory Council, in September 1930, for the grant of assistance towards the education of their ~~children~~ children to State-Railway subordinate employees within certain limits of pay, other than persons in inferior service, and so as to eliminate all racial discrimination for future employees. Towards the end of 1930, a senior officer of the Education Department was placed

on special duty to prepare estimates of the cost of the new rules on the State-managed Railways as well as of the cost as it would be if the rules were liberalised to improve the scale of the assistance and to extend it to the High School standard and to subordinate employees drawing more than Rs.300 per mensem and further to report on the administration of schools maintained by the State-managed Railways.

(2) Relief of Indebtedness.- A substantial beginning has been made on the East Indian Railway towards giving some relief to the lower paid employees in the matter of indebtedness. The Agent of the East Indian Railway drew up a scheme for the reconstitution of the Indian staff loan fund which had been started in 1910 with grants from the fine fund ~~which had been started in 1910~~ into a new fund to be called the "Lower Paid Staff Loan Fund". This scheme has been sanctioned by the Board and while the Indian staff loan fund granted loans only to members of the provident fund drawing pay not exceeding Rs. 60 per mensem, loans from the new fund are paid at reasonable rates of interest to persons who are not members of the provident fund with not less than 3 years permanent service and whose age is not less than 18 and whose pay does not exceed Rs.25 per mensem at the time the loan is made.

(3) Staff Benefit Fund.- Towards the close of the year under review, it was decided, with the approval of the Government of India, to introduce staff benefit funds on the State-managed railways with effect ~~in~~ from the 1st April 1931. The new fund has accordingly been started with effect from the 1st April 1931 on all the State-managed railways. As regards the Company-managed Railways, the Railway Board have sanctioned the adoption of a staff benefit fund on the Assam Bengal Railway. The other Company-managed Railways have agreed generally to the adoption of the fund on their lines.

Staff Retrenchment.- The report states that in 1929, it became apparent that railway earnings were decreasing to an alarming degree and the Railway Board wrote to the Agents of Railways impressing upon them the necessity of taking all possible steps to keep working expenses under control, of ensuring that every avenue of economy was explored and that no new items of expenditure were sanctioned without a clear realisation of their necessity and urgency. This was followed up, in July 1930, by a further letter in which railways were instructed to make a special investigation into the methods by which expenditure could be curtailed, and the main directions in which it might be found possible to reduce working costs were indicated.

Owing to the continued decrease in traffic earnings the Railway Board, in January 1931, summoned the Agents of ~~the~~ Class I Railways to Delhi in order to decide upon what further measures would have to be taken to meet the situation. As a result of the meeting with the Agents, the estimates of working expenses of railways for the year 1931-32 were cut down from Rs. 585 millions to Rs. 530 millions. By this time, it was realised that it would be impossible to retain the large number of surplus employees who with the continued fall in traffic were becoming more numerous every day and that the drastic reduction in working expenses which had become necessary, would inevitably entail the discharge of workers on a large scale. In the circumstances, the Railway Board and the railway administrations felt it incumbent upon them to commence towards the end of the year an economy campaign involving inter alia large ~~the~~ reductions in staff.

In order to regulate discharges in a fair and reasonable manner and to minimise the hardship entailed, orders were issued by the Railway Board, early in March 1931, to the Agents of the State Railways, with an invitation to Company-managed railways to follow the same procedure, that the least efficient employees should first be discharged, next those of short service and after that those nearing the age of superannuation, and further, that all practical steps should be taken to see that the unfortunate necessity for reducing staff did not operate to the detriment of communities not at present adequately represented in the railway services. A waiting list was also required to be maintained for employees brought under reduction to ensure that no outsider was appointed in any department, division or district of a railway so long as a suitable man was available from such list.

(The report of the Railway Board for the year 1929-30 has been reviewed at pages 20-25 of the Report of this Office for December 1930)

Labour Conditions in Kolar Gold Fields:

Government Review on Enquiry Report.

Reference was made at pages 17-18 of the report of this Office for December 1931 to the Report submitted by the Special Officer appointed ^{by the Mysore Government} to enquire into the labour conditions in the Gold Fields and suggest means of improving these conditions. The ^{Mysore} Government have now reviewed the report and in this review the various suggestions made in the report and the action already taken and yet to be taken are indicated. The Heads of the Departments concerned and the Deputy Commissioner, Kolar District, have been requested to take steps for the settlement of points still to be dealt with. The following is a brief summary of the Government review:-

Payment of Attendance Bonus.- The special officer suggested the payment of attendance bonus to contract labour as is now being paid to company labour. Government observe that the Mining Companies have since arranged to grant attendance bonus to underground contractors' labour.

Improved Sanitary Conditions.- As regards the improvement of drainage in the cooly lines, it is stated that the question is receiving the attention of the Sanitary Department and of the authorities of the Mines. The Mining Companies have stated that improvements will continue to be made. The mining authorities, it is stated, have also accepted the suggestions of the Special Officer regarding the improvements of the comforts and amenities of the coolies by providing electric lights and facilities for bathing and washing clothes near the lines. With regard to the building of concrete or masonry housing in place of present thatti huts, Government say that any material improvement in housing is a question involving large outlay of funds and can only be attempted gradually. However, they observe that when new constructions are undertaken, the Mining Companies will be requested to consider the desirability of providing better structures. The mining authorities have given effect to the suggestion made by the special officer in regard to the reorganisation of the Mine Panchayats on a more really elective basis and utilising them for the free representation of complaints and grievances and of suggestions for the improvement of working and living conditions.

Subsidiary Occupations.- The special officer suggested several measures calculated to improve the income of the coolies by promoting subsidiary occupations for unemployed and partly-employed members by the encouragement of cottage industries, chief among them being (a) hand-spinning, (b) making of bamboo thatties, bamboo hats, and (c) cultivation of vegetable plots and plots of land in the neighbourhood. Government say that as bamboo suitable for making thattis, etc are available only at a long distance from the mines, it is therefore not possible to organise a subsidiary industry employing this raw

material. Kitchen gardens, it is reported, are not practicable and are also considered not desirable on sanitary grounds.

Establishment of a Spinning Centre and Technical School.- The Director of Industries and Commerce, the Government observe, has been requested to examine whether a hand-spinning and weaving centre could be organised in the fields.

The starting of a large technical school in the field with facilities for training in useful crafts and ~~z~~ vocations and in the use of mechanical appliances including mining appliances, suggested by the special officer has been referred to the Director of Public Instruction in Mysore, for his recommendations, with special reference to the responsibility devolving on the mining companies in carrying out the measures proposed.

Licensing of Money-Lending.- The special officer in his report suggested the licensing of the profession of money-lending by providing for the regulation of the rate of interest. With regard to this matter, the mining companies state that they would welcome any action that could be taken for the better control of money-lenders and for the relief of debtors. Government say that ^{the} ~~what~~ ^{what} measures can be adopted for achieving the objects of these suggestions require examination and the recommendations are reserved for separate consideration. The Deputy Commissioner, Kolar District, is requested to examine this question and submit proposals.

Inauguration of Provident Fund.- As regards the inauguration of a Provident Fund for employees, suggested by the Special Officer, the mining companies state that there is provision in the service regulations ^{of} a gratuity scheme for retirement on grounds of sickness or old age and that if it is possible the ~~the~~ benefits under this scheme will be improved. The Deputy Commissioner, Kolar District, is requested to report after consulting the mining authorities what improvements are proposed to make the gratuity scheme serve as far as possible the purpose of a provident fund.

(The Hindu, 23-4-1932).

Interesting U.P. Compensation Case:Owner Responsible for Faulty Machinery.

Under the Workmen's Compensation Act, Mr. Justice Boys^{of the Allahabad High Court} on 7-4-1932, awarded Rs. 840-8-0 as compensation to a workman named Abdul Hamid, whose ^{both of} both hands were cut off up to the wrist in a cutting machine in the Chand Press owned by Mr. R. Saigal. The district magistrate of Allahabad, acting as Commissioner under the Act, had awarded as compensation a sum of Rs. 882 and this was reduced to the above figure by his lordship on an appeal by Mr. Saigal from the order of the district magistrate.

Circumstances of the case.- His lordship in his judgment said there was no denial on the part of the appellant of a permanent disablement suffered by Abdul Hamid, nor was there any denial that that injury was received in the course of his employment except in so far as it was suggested that Abdul Hamid was using a machine in disobedience of the orders of his superiors. The accident occurred on January 10, 1931. Abdul Hamid was using a cutting machine for trimming copies of the Chand, a magazine, when the heavy knife fell on his hands. An appeal apparently was made by Abdul Hamid to the Commissioner, in this case, the district magistrate. After some correspondence between the Commissioner and Mr. Saigal, the employer, the magistrate fixed May 22, 1931 for the attendance of Mr. Saigal.

Defence Arguments.- Mr. Saigal, his lordship observed, had complained in this appeal that he was not aware that May 22 was fixed for an enquiry into the matter and was not further aware that he was expected to produce his ~~xxx~~ evidence on that date. He stated in an affidavit that he had asked verbally to be allowed to produce evidence. Without entering into the truth of his allegation, his lordship thought it better, in any case, to allow Mr. Saigal an opportunity of producing evidence. Two witnesses were accordingly produced ~~and~~ by Mr. Saigal - Mr. Mitra, superintendent of his press, and Barkat Ali, foreman. The principal allegation on behalf of Mr. Saigal was and had been that Abdul Hamid was working the machine in flagrant disobedience of orders given to him not to use it as it was in a dangerous condition. His lordship said he saw no reason to differ from the Commissioner who had

said that he did not believe that such orders were given to Abdul Hamid and observed there was much stronger ground to disbelieve this evidence now on the record produced by Mr. Saigal ~~that the machine was~~ than there was before.

It was sworn to by the witnesses for Mr. Saigal that the machine was known to be out of order; that a mistri had been at work on it somewhere about 1 o'clock in the day; that Abdul Hamid was given cutting work to do at 1 o'clock; that he actually did cutting work to the extent of about 1,000 copies of the Chand; that the work must have taken at least an hour, apparently two hours; but nobody had attempted to stop him using the machine during the whole of that period that the work was urgent and he was told it was urgent; and finally that no steps of any sort or description were taken to put up a notice on the machine that it was not to be worked or to render it impossible for any ignorant or careless workman or even any careful workman to work it until it was put in order. In fact, it had not been put in good order. There was no other possible solution of Abdul Hamid working the machine. There was another machine which also was worked by mechanical power, the only difference being that the wheel had to be turned backwards and forwards and there seemed no reason whatever why Abdul Hamid should have used the machine that was out of order except with the tacit or express permission of the superintendent or foreman unless he had been given reasons to suppose that it was in order.

Owner's Responsibility.- His lordship remarked that a fact which stood out most markedly in this case was that nobody appeared to have been really responsible for seeing that the machine which was dangerously out of order was not used. He was satisfied that no negligence on the part of Abdul Hamid had been established and the latter was, therefore, entitled to compensation. The man had been given Rs. 882 as compensation. His lordship calculated that under the Act he was entitled to a compensation of Rs. 850-8-0. Of this sum, he or his wife had already Rs. 10 in cash and the employer was entitled to have that sum deducted. His lordship did not think the employer was entitled to have deducted the sum which, he alleged, he had paid to the hospital for the treatment of Abdul Hamid.

"One may hope", his lordship concluded, "that this case would be a warning to Mr. Saigal and to other employers to take more care in regard to machines in what practically amounts to a ~~factory~~ factory, to see that there is proper supervision over them and that they cannot

be used to the injury of the workmen, except, of course, where the workmen are definitely and personally to blame. His lordship, in the result, allowed the appeal in so far that he reduced the compensation from Rs. 882 to Rs. 840-8-0. In other respects the appeal was dismissed.

Mr. K.D. Malaviya appeared for the appellant (Mr. Saigal) and Mr. Akhtar Hussain Khan for the opposite party (Abdul Hamid).

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The Leader, 9-4-1932.

Industrial Organisation

Workers Organisation

1st Textile Labour Union Conference, Hubli, 1932.

The first annual conference of the Textile Labour Union, Hubli, was held on 24-4-32 under the presidentship of Mr. P. R. Sharma. It was attended by a large number of fraternal delegates from other unions. The following resolutions were unanimously passed at the conference:-

(1) This conference resolves to organize the workers in the cotton industry at Hubli, Gadag, Gokak and other places and to bring about the formation of a Karnatak Textile Federation for all textile workers in the Karnatak province. (2) This conference gratefully thanks the proprietors and the manager of the Bharat mills for their general sympathy for the workers and requests them to immediately recognize the Union and deal with it on all matters regarding the relations between themselves and the workers. (3) This conference requests the executive to form a special committee for preparing a memorandum of various grievances of the employees and requests the management to discuss them with the deputation of the workers with a view to redress their grievances and promote peace in industry. (4) This conference accords its fullest support to the memorandum submitted by Messrs. N. M. Joshi, V. V. Giri and B. Shiv Rao to the Round Table Conference regarding the place of workers in the future constitution and reiterates its stand for adult suffrage, representation of labour through trade unions and reservation of at least 10 per cent. seats for them in the Provincial and Central Legislatures and other Local Governments like the District and Taluka Boards and Municipalities. (5) This conference requests the Government of India to expedite giving effect to the recommendations of the Royal Commission on Labour in view of the present deplorable conditions of workers in all most every part of Indian industry. (6) This conference resolves to give its support to the development of the Indian textile workers' federation and requests the various labour leaders to take immediate steps in that direction."

(The Trade Union Record, April 1932).

Report of Trade Union Unity Committee - 1932.

Reference was made at pages 55 & 56 of the report of this Office for May 1931 to the proceedings of ^{the} Trade Union Unity Conference held at Bombay on 10-5-31 under the auspices of the All India Railwaymen's Federation and under the Chairmanship of Mr. Jamnadas M. Mehta; as also ^{to} the appointment of a small committee by the Conference to consider the possibilities of trade union unity and to report on it later on. The Trade Union Unity Committee, which was presided over by Mr. Jamnadas M. Mehta, issued its report on 29-4-32. The report is signed by all members of the Committee, but it is understood that one of them has subsequently withdrawn his signature. Four members have appended their own minutes of dissent. The following is a brief summary of the report:-

Resume of Events since Nagpur split. - After referring to the split in the labour ranks at Nagpur in 1929, followed by a further widening of the gulf at Calcutta next year, the report states that the split left the Indian workers divided into two rival camps, which seriously interfered with healthy trade union activities. The report comes to the conclusion that there are three distinct sections of labour with stability and a record of service, namely the Communist group, the Liberal group and the rest."The possibility of all the three groups functioning as one body", says the report, "is extremely remote. Conflict of ideas alone would make it very difficult, but that is not all."

Position of Communist Unions. - The number of Communist unions which preach political and economic doctrines inspired by Soviet Russia is no doubt insignificant and their following very

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meagre, but there is a candour about their opinions which has secured for their leaders a hearing quite out of proportion to their influence. Such leaders, continues the report, would not unite with any body except on their own terms. They would accept no compromise, recognise no middle course and tolerate no differences. "Every one who is not with us, is against us" is their motto. Even more than their principles their methods are unacceptable as they involve violence and exclude democracy. The gulf which divides the communists and other unions, therefore, observes the report, is entirely unbridgeable.

Collaboration between remaining groups. - Having thus disposed of the Communist group, the report next considers whether there are prospects of abiding unity in principle and method between the two remaining groups. Although "safety first" is the guiding principle of the Liberal group, which consists of Liberal politicians and eschews the politics of the Indian National Congress, yet the report considers that there is much common ground between the two groups. The third group consisting of the All-India Trade Union Federation and the All India Railwaymen's Federation, would form a compact and formidable body with a large majority of Nationalists in their ranks, and if the Liberal group and these could unite, the report states "a solid and united labour party in India functioning as one is quite possible".

Main Planks of Unity Platform. - With a view to making this central organisation possible, the committee have defined what the Trade Union Congress is and what it stands for, and have suggested among other things the following as most essential conditions for a platform of unity:-

- (1) The basic task of the Trade Union Congress shall be to

organise workers, and advance and defend their rights ^{and} interests and, during the transitional period to socialism, to resort to negotiations, representations, and other methods of collective bargaining.

(2) The Indian Trade Union Movement shall support and actually participate in the struggle for India's political emancipation from the point of view of the working classes.

(3) The Indian Trade Union Congress shall stand for the freedom of the Press, speech, assembly and organisation.

(4) The immediate demands of the Indian Trade Union Congress shall be a six hours' working day, minimum wages, weekly payments of wages, if demanded, equal wages for equal labour without racial or sex discrimination, one month's leave with full pay, unemployment, sickness, old age and maternity insurance, better housing and working conditions, abolition of child labour under fourteen years, abolition of women labour, six weeks prior and after delivery, abolition of recruiting of all other systems of labour except through labour unions.

(5) No representative of a union should accept nominated seats in the councils without previous election by a trade union.

(6) The Trade Union Congress should send its representative to the International Labour Conference under the auspices of the League of Nations, and such delegates shall be elected by the Trade Union Congress.

(The Hindu, 30-4-32).

A.I. Trade Union Congress: Council to meet on 9-5-32

The General Secretary of the A.I. Trade Union Congress has published the following notification in the press relating to the next meeting of the Executive Council of the A.I.T.U.C. :

"The next session of the Executive Council of the All India Trade Union Congress will be held at Nagpur on the 9th May and it is expected to continue for three days. The questions of unity in the Trade Union movement, the situation arising out of the proposed general strike on all railways, the present political situation in relation to the Indian working class, the future constitution, and foreign propaganda, on behalf of A.I.T.U.C will be important subjects, among others, for discussion at the Nagpur meeting.

(The Hindu, 1-4-32).

INTELLECTUAL WORKERS.

Disabilities of Indian Medical Practitioners: Delhi

Medical Association's Demands.

The annual general meeting of the Delhi Medical Association for 1932 was held on 12-4-1932 at Delhi with Dr. J.K. Sen in the chair. Several questions relating to the conditions of work of Indian medical practitioners were discussed ^{at} by the meeting. The more important of such questions related to the prohibitive nature, because of additional cost, of specialisation, the low earnings of Indian doctors as compared with doctors in European countries, the practice in India of charging no fees for consultations in a doctor's residence or dispensary, and the competition which Indian doctors have to face from government and municipal dispensaries which give free services and free medicines.

The report for 1931-32 of the Association presented by the Secretary, Dr. Roy Chaudhry stated :-

"Cost of Specialisation.- Excepting a very limited few of the private practitioners of this locality, I dare say that, we do not make decent living out of our profession. I think overcrowding is neither the only nor the chief cause. I may refer to a hint given in the presidential address of last year. General practitioners were advised to specialize in suitable subjects. Of course, at the most half a dozen of us in this locality may utilize that suggestion. But there are difficulties in that also. After completing a costly education like ours very few can well afford to pay for specialization, for which, unfortunately one has to go abroad.

Free Consultation.- If we compare our lot with that of our brothers in some of the European countries, we find that though the profession is more overcrowded there, still the condition of the private practitioners is much better than ours. The reason for the difference, I think, lies in the fact that in those places, though the general practitioners charge ~~something for consultation~~ moderately, they always charge something for consultation; whereas in our country, though the visiting fee of a general practitioner is nominally high, most of our services rendered in the consultation room are demanded and given free of charge.

Free Services.- Another obstacle in the ways of improving our lot is the system of indiscriminately giving free services and free medicines ^{at} hospitals. Those who are in a position to pay for their treatment should everywhere be charged for the services rendered to

them. Of course, in our professional dealing, the poor should always be treated leniently.

Municipal Dispensaries.- Referring to the administration of municipal dispensaries, Dr. Roy Chaudhury added: I understand that in a number of such dispensaries of this locality the daily attendance varies from 300 to 500 or more. Is it not absurd for one doctor to do even a semblance of justice to so many patients even if he works from morning till midnight? On the other hand, these gentlemen in charge of dispensaries have to attend their private practice as well. I would suggest that the municipality, in addition to the doctor-in-charge, may engage one or more junior general practitioners in each dispensary on a small allowance".

The following office-bearers for the year 1932-1933 were elected:-

President: Dr. J.K. Sen; Secretary - Capt. P.L. Burman; Treasurer - Capt. G.N. Khanna; Members - Dr. Chandrabanshi; Dr. K.N. Sharma; Dr. Miss R. Rekhi; Dr. R.N. Kapadia; Capt. A.R. Chaudhry; Dr. B.C. Sen and Dr. N. E. Trouton.

(The Statesman, 13-4-1932).

Provident Fund Scheme for Journalists:

Report of Indian Journalists' Association, Calcutta, 1931-32.

The half-yearly general meeting of the Indian Journalists' Association, Calcutta, was held at Calcutta on 3-4-1932 under the presidentship of Prof. Monmotho Mohun Bose, Vice-President of the Association. The following are the salient features of the half-yearly report of the working of the association for the six months from August 1931 to January 1932 which was submitted by the secretary at the meeting.

The period under review, according to the report, has been one of vigorous activity in various directions. Some of the construc-

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activities undertaken by the Association could not be pushed forward because of the operation of the Press Ordinances. The membership of the Association was 122 at the end of June 1931 and 164 at the end of December 1931. The Association has however been able to obtain wide recognition of its activities.

Principal Activities. - During the period under review, the Association has undertaken the following programme of activities for the benefit of working journalists: (a) Institution of a mutual benefit fund; (b) institution of a provident fund; (c) establishment of a faculty of journalism in the University of Calcutta; (d) giving of training in journalism by correspondence; (e) publication of a periodical for journalists and publicists to be known as the "Indian Recorder"; (f) registration of bonafide journalists; (g) formation of a club.

The following programme of activities for the benefit of the press as a whole was undertaken:- (a) Campaign against paper tariff. (b) Campaign against other taxation proposals affecting newspapers and periodicals such as the increase of postal rates, of V.P.charges, registration charges etc. (c) Obtaining of blue books for newspaper offices.

Details of Mutual Benefit Scheme. - A sub-committee was appointed to draft a scheme for Mutual Benefit for Journalists. The scheme was finally approved by the Executive Council at its meeting on the 28th August, 1931 (Vide page 40 of September 1931 report of this Office). The provident fund scheme which was prepared during the last year, was sent to the newspaper offices, and the proprietors of some of the papers expressed willingness to adopt

the scheme for the benefit of their employees who have, however, the scheme still under their consideration.

Training in Journalism. - The Association has been in correspondence with the authorities of the Calcutta University regarding the establishment of a Faculty of Journalism. The University asked the Association for a scheme. The scheme is now under the consideration of a committee appointed by the University. Training in journalism by correspondence has not yet been undertaken due to the pre-occupation of the Association with other matters.

Employment Facilities. - The Publication Sub-committee appointed by the Executive Council has prepared a scheme for the publication of a quarterly periodical which would contain reports of current events including statistics. The scheme was finally approved by the Executive Council on the 28th August, 1931, and an editorial board was appointed to be in charge of the publication. Arrangements are being made to bring out the first issue as early as possible. A register is being kept at the office of the Association of bona fide journalists with particulars relating to their qualifications, experience, connection with papers, etc. This is likely to be of use to ~~the~~ journalists seeking employment and ^{to} ~~for~~ the proprietors on the look-out for suitable hands.

(The Hindu, 12-4-32)

(A summary of the Report of the Association for 1930-31 was given at pages 40-41 of the September 1931 report of this Office).

Large Industrial Establishments in India -1929*

The following information about large industrial establishments in India and the number of operatives employed in them is taken from the publication "Large Industrial Establishments in India -1929" (Tenth Issue) published by the Department of Commercial Intelligence and Statistics of the Government of India. The publication is intended to serve as a directory of large industrial concerns in India. It is a biennial publication. It includes all factories which come under the operation of the Indian Factories Act (XII of 1911), as amended by Act II of 1922 (excepting those in which the average number of persons employed daily is less than twenty) and also those establishments in Indian States in which are considered to be of sufficient industrial importance, so far as it has been possible to procure information. The average number of persons employed daily has been shown in each case. The industries have further been classified according to the articles manufactured. The publication also contains a diagram illustrating the relative importance, according to the average number of persons daily employed, of the different classes of factories, as also a short index for easy reference.

The following table shows the number of establishments and the operatives employed in each industry in British India, as also the grand total for the whole of India, consisting of British India and the Indian States (including French Settlements):-

	British India.		Grand Total (including Indian States)	
	No.	Persons.	No.	Persons.
Textiles	457	700,066	570	759,416
Engineering	688	253,699	755	267,126
Minerals & Metals	97	54,924	118	60,246
Food, drink & tobacco	2,537	180,759	2,698	189,296
Chemicals, dyes, etc.	409	48,546	469	56,126
Paper & printing	349	44,741	379	47,760
Process relating to wood, stone & glass	348	41,347	457	71,418
Process connected with skins and hides	29	6,211	77	9,481
Gins and presses	2,060	176,316	2,852	229,146
Miscellaneous	117	35,564	173	52,845
Total	7,091	1,542,173	8,548	1,742,860

* (Tenth Issue) Department of Commercial Intelligence and Statistics, India. Large Industrial Establishments in India-1929. Published by order of the Governor-General in Council. Calcutta: Government of India Central Publication Branch, 1932.No.2296. Price Rs.5-4-0.

Relative Importance of Industries.- The following table shows the relative importance of the different classes of factories in India in 1929:-

<u>Kinds of Factories.</u>	<u>Number of Workers.*</u>
Cotton (spinning, weaving and other) factories.	387,000
Jute Mills.	349,000
Cotton ginning and baling.	191,000
Railway and Tramway works.	145,000
Engineering workshops.	108,000
Rice Mills.	74,000
Tea factories.	62,000
Printing and book binding, etc.	41,000
Jute press.	37,000
Dockyards, shipbuilding and engineering.	31,000
Ordnance factories.	22,000
Rope works.	19,000
Saw mills.	18,000
Matches.	17,000
Sugar factories.	15,000
Bricks and tiles.	15,000
Oil mills.	14,000
Petroleum refineries.	13,000
Cement, lime and potteries.	11,000
Kerosene tinning and packing.	11,000
Tobacco.	11,000
Woollen mills.	10,000
Coach building and motor car repairing.	9,000
Leather and shoes and tanneries.	8,000
Dyeing and bleaching and indigo.	8,000
Flour mills.	6,000
Stone dressing.	6,000
Paper mills,	6,000.

*The number represents the average number of persons employed daily in the respective industries.

Area and Yield of Principal Crops in India* - 1930-31.

The following information about the estimates of area and yield of the principal crops in India for 1930-31 is taken from a publication issued on the subject by the Department of Commercial Intelligence and Statistics of the Government of India. The crops dealt with are rice, wheat, sugarcane, tea, cotton, jute, linseed, rape and mustard, sesamum, castor seed, ground-nut, indigo, coffee and rubber. The estimates for cotton, wheat, castor seed (in the case of castor seed, no estimates are framed for the mixed crop of the United Provinces), and jute, as also those of tea, coffee (in the case of coffee, estimates are framed for plantations having an area of 10 acres or more), and rubber, relate to all the tracts in India where these crops are grown to any extent, excluding certain unimportant outlying tracts such as Baluchistan, Kashmir, Nepal, and Sikkim. For other crops, however, the estimates relate to all the British provinces where they are grown to any considerable extent, but exclude Indian States, except certain Feudatory States in the Central Provinces, the Rampur State in the United Provinces, the States in the Bombay Presidency and the States of Hyderabad, Mysore, and Baroda in certain cases. The figures given in this volume do not therefore agree in all cases with those in the Agricultural Statistics of India.

Rice.- The provinces to which the estimates for rice relate are Bengal, Bihar and Orissa, Burma, Madras, the United Provinces, certain Feudatory States in the Central Provinces and the States in the Bombay Presidency (including Sind). These tracts comprise about 97 per cent of the total rice area of India. The total area under rice in all these tracts in 1930-31 was reported as 82,428,000 acres, as compared with 80,622,000 acres in the preceding year. The condition of the crop was good. The total yield was estimated at 32,034,000 tons, as against 31,132,000 tons in 1929-30. To this figure should be added

*Thirty-third Issue. Department of Commercial Intelligence and Statistics, India. Estimates of Area and Yield of Principal Crops in India 1930-31. Published by Order of the Governor-General in Council Calcutta: Government of India Central Publication Branch, 1932. Price Re. 1 or 1s.9d. No. 2313. pp.51.

about 1,043,000 tons in respect of other tracts (Punjab, North-West Frontier Province, Ajmer-Merwara, Manpur Pargana, and certain Indian States) having an area of about 2,706,000 acres, for which no forecasts are made.

Wheat.- The provinces and States to which the estimates for this crop relate are the Punjab (including Indian States), the United Provinces (including Rampur State), the Central Provinces (including Indian States) and Berar, Bombay (including Sind and Indian States), Bihar and Orissa, the North-West Frontier Province, Bengal, Delhi, Ajmer-Merwara, Central India, Gwalior, Rajputana, Hyderabad, Baroda, and Mysore. These tracts contain practically the whole of the area under wheat in India. The total area under wheat in 1930-31 was reported to be 32,180,000 acres, which is greater than the area of the preceding year by 2 per cent. The condition of the crop was good. The total estimated yield was 9,305,000 tons, which is 11 per cent. below the record yield of 1929-30. An addition of some 157,000 tons should be made to this estimated yield in respect of some other tracts (Burma, Madras and Kashmir), having an area of about 542,000 acres, for which no reports are made.

Sugarcane. The provinces to which the reports on this crop relate are the United Provinces, the Punjab, Bihar and Orissa, Bengal, Madras, Bombay (including Sind), the North-West Frontier Province, Assam, the Central Provinces and Berar, and Delhi. Reports are also received from the Rampur State in the United Provinces and the States in the Bombay Presidency and from Hyderabad, Mysore and Baroda. These tracts contain a little over 96 per cent of the total area under sugarcane in India. The total area reported under sugarcane in 1930-31 was 2,785,000 acres, as compared with 2,513,000 acres in the preceding year. The condition of the crop was reported to be good. The estimated yield amounted to 3,193,000 tons of raw sugar (gur), which is 16 per cent above the final figure (2,752,000 tons) of the preceding year. To this figure should be added approximately 124,000 tons in respect of other tracts for which no separate estimates are made.

Tea.- The provinces where tea is grown are Assam, Bengal, Bihar and Orissa, the United Provinces, the Punjab, Madras, Coorg, and the States of Tripura (Bengal), Travancore, Cochin and Mysore. In Burma, tea is grown principally for consumption as pickles. The total area under tea in 1930 was reported to be 805,800 acres, as compared with 788,000 acres in the preceding year. The total production of manufactured tea (black and green) was calculated at 391,080,800 lbs., as against 432,842,000 lbs. in the preceding year.

Cotton.- Cotton is grown in all the provinces. There are two crops, namely, the early and the late, of cotton grown in India. Early cotton grows mainly in central and northern India, and late cotton in southern and western India. The estimates given below relate to all the cotton-growing provinces and States in India.

The total reported area under cotton was 23,827,000 acres in 1930-31, as against 25,922,000 acres in 1929-30. The condition of the crop was reported to be fair. The total estimated outturn was 4,912,000 bales of 400 lbs. each, as compared with 5,243,000 bales in 1929-30, or a decrease of 6 per cent. The table given below compares

the estimates of yield for the years 1928-29 and 1929-30 with the sum of exports and internal consumption (in thousand of bales). The figures of mill consumption are those supplied by the Indian Central Cotton Committee and refer in the case of mills in British provinces to Indian cotton alone. The estimate of mill consumption in Indian States refers to all cotton, but it is presumed that little foreign cotton was consumed in the States during those two years.

	<u>1929-30</u> <u>1,000 bales.</u>	<u>1928-29</u> <u>1,000 bales.</u>
Exports	3,868	3,933
Mill consumption ...	2,373	1,992
Extra-factory consumption (conjectural)	<u>750</u>	<u>750</u>
Approximate crop ...	6,991	6,675
Estimated in forecast	5,243	5,782

Jute.- The provinces where it is grown are Bengal (including Cooch Behar and Tripura States), Bihar and Orissa, and Assam. It is also grown to a small extent in the Nepal State, but no reliable information is available from that State except the figures of export. The total area under jute in 1930 was 3,492,000 acres, which is 2 per cent greater than that of the preceding year, and the estimated yield 11,205,000 bales (of 400 lbs. each), which is 8 per cent. above that of 1929. The area and yield of jute in 1931 are estimated to be 1,858,000 acres and 5,535,000 bales, a decrease of 46 and 51 per cent respectively, as compared with 1930.

Linseed.- The provinces to which the estimates ~~xxx~~ relate are the Central Provinces and Berar, the United Provinces, Bihar and Orissa, Bengal, Bombay and the Punjab. Reports are also received from Hyderabad, Kotah (in Rajputana), the States in the Bombay Presidency, and certain Feudatory States in the Central Provinces. These tracts comprise about 92 per cent. of the total area under linseed in India. The total area under linseed in all the reporting tracts in 1930-31 was 3,020,000 acres, which is 8 per cent above the final figure of the preceding year. The condition of the crop was reported to be fairly good. The total estimated ~~xxx~~ yield was 378,000 tons, as against 380,000 tons last year. To this figure should be added some 39,000 tons for other tracts (Madras, Assam, Ajmer-Merwara, Manpur Pargana and Certain Indian States), for which no reports are made.

Rape and Mustard.- The provinces from which reports are received are the United Provinces, the Punjab, Bihar and Orissa, Bengal, Assam, Bombay (including Sind), the North-West Frontier Province and Delhi. Reports are also received from the States of Alwar (Rajputana), Baroda, Hyderabad and from the States in the Bombay Presidency. These tracts contain a little over 94 per cent of the total area under rape and mustard in India. The total area under rape and mustard in all the reporting tracts in 1930-31 was 6,586,000 acres, as against 5,907,000 acres in the preceding year. The condition of the crops was reported to be fairly good. The total estimated yield (991,000 tons) was 9 per cent below the final figure of the preceding year. To this figure should be added some 54,000 tons in respect of other tracts, for which no reports are made.

Sesamum.- The provinces to which the estimates for sesamum relate are Burma, the United Provinces, Madras, Bombay (including Sind), the Central Provinces and Berar, Bihar and Orissa, Bengal, the Punjab, and Ajmer-Merwara. Reports are also received from the States of Hyderabad, Baroda, Kotah (Rajaputana), and the States in the Bombay Presidency. These tracts contain 89 per cent of the total area under sesamum in India. The total area under sesamum reported in 1930-31 was 5,564,000 acres, as against 5,346,000 acres in the preceding year. The condition of the crop was good. The total estimated yield was 526,000 tons, as against 455,000 tons in 1929-30. An addition of approximately 62,000 tons should be made to this figure in respect of other tracts (Assam, North-West Frontier Province, Delhi, Manpur Pargana, Coorg and certain Indian States), containing an area of about 654,000 acres under sesamum, for which no reports are made.

Castor Seed.- The estimates for the crop relate to Madras, Bombay (including Sind), the Central Provinces and Berar, Bihar and Orissa, the United Provinces. Reports are also received from the States of Hyderabad, Mysore, Baroda and those in the Bombay Presidency. These tracts contain practically the whole area cultivated with castor seed in India. The total area sown in these tracts in 1930-31 was estimated at 1,452,000 acres and the yield at 118,000 tons, as against 1,285,000 acres with an estimated yield of 116,000 tons last year.

Groundnut.- The estimates for the groundnut crop relate to Madras, Bombay (including Indian States), and Burma, these being the provinces where groundnut is grown to any considerable extent. Estimates are also received from the Hyderabad State. The total area under groundnut in these tracts in 1930-31 was reported to be 6,366,000 acres, which was 11 per cent greater than that of the preceding year. The estimated yield (3,108,000 tons of nuts in shell) was also 16 per cent greater than that of the preceding year.

Indigo.- The provinces to which the estimates for indigo relate are Madras, the Punjab, Bihar and Orissa, the United Provinces, and Bombay (including Sind). No report is received from any Indian State except the State of Khairpur in Sind. These tracts contain 89 per cent of the total area under indigo in India. The total reported area (62,800 acres) in 1930-31 was 10 per cent below the final figure of the preceding year. The total estimated yield of dye was 12,800 cwts., which was 11 per cent less than the ~~yield~~ yield of the preceding year.

Coffee.- The crop is practically confined to southern India, comprising the Madras Presidency, Coorg, and the States of Mysore, Travancore and Cochin. The total reported area under coffee in 1929-30 was 163,500 acres, the yield of cured coffee therefrom being estimated at 39,423,900 lbs. The area and yield of cured coffee in 1930-31 are estimated to be 160,900 acres and 32,973,000 lbs., a decrease of 2 and 16 per cent respectively, as compared with the preceding year. The figures are, however, defective, inasmuch as plantations of less than 10 acres are not taken into account.

Rubber.- The provinces where rubber is cultivated to an appreciable extent are Burma, Madras, Coorg, and the States of Mysore, Travancore, and Cochin. The total area under rubber in 1930 was 172,100 acres, as against 170,900 acres in the preceding year. The total yield of dry rubber was 24,351,500 lbs., as against 28,022,800 lbs. in 1929.

HHK.

Unfair Competition of Prison Labour:Punjab Chamber of Commerce's Protest.

Mr. Roberson Taylor, in his presidential address at the 27th annual general meeting of the Punjab Chamber of Commerce held at Delhi on 15-4-32, made a vigorous protest against the growing competition that private industrial enterprise in India had to face from gaol industries. Referring to the subject, he said:-

"The Chamber is very much concerned about the growing competition of gaol industries with private enterprise, which is developing ~~behind~~ behind prison walls. This Chamber has taken the matter up with the Associated Chambers of Commerce and a resolution was tabled in the name of this Chamber at the annual general meeting which was held in Calcutta in December last. Government's policy seems to tend towards the conversion of gaols into industrial concerns engaged in supplying all the needs of Government Departments. It is no argument to contend that prisoners must be employed. Everyone knows that they cannot be kept in idleness, but there is a great difference between keeping prisoners busy, between teaching them trades and turning gaols into factories.

"The result of this policy on the part of the Government is, firstly, that private concerns are unable to compete against gaols which have special conditions and have to bear no capital charges, and which also employ free forced labour; and, secondly, there must be decreased employment amongst free workers. In this unequal struggle, with an extension of this mechanization of gaols for industrial purposes, private enterprise must go under. Unless a stand is

made now there is no limit to the extent to which such competition may proceed, no limit to the devices which any future Government out to exploit peculiar economic theories under the guise of reforming prisoners may not go. ~~As~~ ^S Since the committee set up by the Punjab Government to inquire into the methods of finding further taxation have definitely recommended that the gaols in the Punjab should follow the example of other provinces, we would ask the Government to consider the result of such a step before action is taken."

(The Statesman, 15-4-32).

Mr. J.N.G. Johnson, Chief Commissioner, Delhi, in a speech he delivered at the same meeting referred to the criticism made by Mr. Taylor against gaol labour. Defending Government's policy in this respect, Mr. Johnson said:-

"While the Chamber was entitled to scrutinise jealously the ~~the~~ policy of the Government in the matter of jail industries, the Government felt that in the interests of the tax-payer, they were bound to recoup themselves to some extent for their expensive upkeep of jails and further more to turn their prisoners out into the world better equipped to earn an honest livelihood. So long as there was no underselling by the Government in the open market, the question of unfair competition with private enterprise should not arise.

(The Hindu, 15-4-32).

Imperial Preference & the Ottawa Conference:

Indian Employers' Hostile Attitude.

India's delegation to the Imperial Economic Conference at Ottawa, was announced in the Legislative Assembly on 4-4-32, when Sir George Rainy made an important statement on the Government of India's attitude to the Conference. The delegation will consist of:-

Sir Atul Chatterjee, leader; and Mr. S. Chetty, Sir Padamji Pestonji Ginwala, Sth Haji Abdulla Haroon, Sahibzada Abdul Samad Khan, and Sir George Rainy, members.

Sir George Rainy said the principal item would be a discussion of the policy of a trade agreement within the Empire and in particular, so far as India is concerned, whether there should be a reciprocal preferential tariff agreement between India and Great Britain to benefit the trade of both countries. Any changes in Indian tariffs involved as a result of the Conference, added Sir George Rainy, would be placed before the Legislature for its approval, as the Government wished the legislature to be satisfied that any such changes effected were in the interest of India.

The principal Indian employers' organisations express the fear that Indian interests will suffer if a policy of imperial preference is adopted in the present stage of India's economic development. In this connection, Mr. Walchand Hirachand, President of the Federation of Indian Chambers of Commerce and Industries has addressed the following representation to the Secretary of State, the President of the Ottawa Conference, H.E. the Viceroy and the India Government.

"The personnel of the Indian delegation to Ottawa though consisting mainly of non-official members, was appointed without consulting the Federation, which represents predominant Indian commercial and industrial interests and the Members of the delegation therefore, are not likely to give independent opinions. The Federation unequivocally state that until India gets effective fiscal control she should not reconcile imperial preference and reciprocity.

It is desirable that the Indian delegation should not commit themselves to any policy at Ottawa, not to speak of preference and reciprocity, and should leave to the future government freedom to shape its policy. No commitment will be binding on India until she formulates for herself a fiscal policy suitable to her needs."

(The Hindustan Times, 27-4-32).

Commenting on the representation made by the Federation, the Hindu of 28-4-32, in the course of a leading article says:-

The memorandum on Imperial preference of the Federation of Indian Chambers of Commerce, of which we published the text yesterday, forcefully lays down the attitude of the Indian mercantile community regarding the Ottawa Conference, an attitude which the New Delhi correspondent of the London Times has sought to misrepresent by saying that the announcement regarding the personnel has been welcomed in India. Apart from complaining about the Government's failure to consult Indian commercial opinion on the matter, the memorandum, it may have been noticed, maintained that the Indian delegation to the Conference cannot speak for the people of India, being but nominees of an irresponsible bureaucracy and not of a democratic government and that "no commitment, not only in respect of imperial preference and reciprocity, but also in regard to all economic questions made at the said conference will be binding on India until she gets full freedom over her own affairs and until she formulates her own fiscal policy suitable to her own needs and requirements after going through the pros and cons of the question". That this warning is justified cannot be questioned; for there is an impression in some quarters that the Indian delegation to Ottawa is competent to commit India to any fiscal policy formulated there. (The Hindu, 28-4-32)

The Leader, Allahabad, of 28-4-32 in the course of a leading article on the same subject observes:-

It should also be clearly understood that Indian opinion does not attach much importance to the supposed safeguard provided, that even if the Indian delegation at Ottawa accept imperial preference, the Government will not take action on the recommendations of the Imperial Economic Conference without securing the approval of the legislature. The Assembly which has been boycotted by the most powerful nationalist organization represents in even a lesser degree than before the country's views. In March, 1930, when Congressmen and other nationalists had not yet decided to boycott that body, Mr. Jayakar speaking in the Assembly during the debate on the Cotton Textile Industry Protection Bill said that the present legislature with the official bloc sitting there with their nominated colleagues, cannot be said to be truly representative of non-official India. What value attaches to the verdict of the present Assembly which is dominated even more than before by the bureaucracy and its henchmen?

(The Leader, 28-4-32).

Sugar Industry Protection Bill, 1932:

Passed by Assembly on 2-4-32.

On 1-4-32 Sir George Rainy moved in the Legislative Assembly the consideration of the Sugar Industry Protection Bill. He explained the salient features of the changes made by the Select Committee, and pointed out that the industry would be protected till March 1946, and that till 1938, the basic duty of Rs.7-4-0 per cwt. would be maintained, and thereafter there would be an enquiry, not to decide whether there should be protection, but to decide the rate at which the protective duty should be fixed. In the meanwhile, if there were any changes in the prices at which imported sugar was sold, the Government would increase the duty to the extent justified. Sir George Rainy drew pointed attention to the facilities proposed for research as a means of developing the industry.

On 2-4-32 when discussion of the Bill was resumed by the Assembly, Mr. N.M.Joshi moved an amendment providing inter alia

that undertakings engaged in manufacturing sugar should give a declaration pledging themselves:

1. not to pay any fee or equivalent sum to shareholders and other participants with limited liability, a greater sum by way of annual dividend than what they would get at six per cent on the actual capital invested in the undertaking by the persons concerned;
2. to employ any further surplus in consolidating the position of the undertaking in a manner approved by the Government of India;
3. not to employ any one who is not an Indian except with the permission of the Government of India; and
4. to produce a certificate, that the labour conditions in the undertaking are satisfactory, from a committee of three persons appointed by the Government of India for that purpose.

On being put to the vote Mr. Joshi's amendment was lost .

The Bill was then passed by the Assembly.

(The Hindu, 4-4-32).

The passing of the Bill has given a great fillip to the Indian Sugar industry. The Times of India of 16-4-32 states:-

"It is learnt that as many as fifteen new companies for the manufacture of sugar will shortly be started in different parts of India as a direct result of seven years' protection to the industry recently granted by Government!"

(The Times of India, 16-4-32).

Jute Crisis in Bengal: Demand for Government Intervention.

At pages 50-51 of the report of this Office for March 1932, reference was made to the serious dislocation of the jute industry in Bengal caused by over-production and to the secession of certain mills from the agreement with regard to reduced working hours in jute mills with a view to lessen production. Subsequently negotiations have been proceeding between the Indian Jute Mills' Association and the firms who seceded from the Association, with a view to the latter's readmission.

Commenting on the situation, the special correspondent of the Statesman, Calcutta, in its issue of 9-4-1932 says:-

When several mills left the Association recently, the view was expressed that the seceders were being selfish at the expense of the industry as a whole. Considered impartially, it seems certain that unless the mills which left the Association rejoin that body, grave consequences will ensue. These mills are now working 108 hours a week ~~with~~ with all looms working, whereas, mills in the Association work only 40 hours a week, with 15 per cent. of the machinery idle. The latter obviously cannot compete on a profitable basis, and the position, therefore, resolves itself into this — that other firms (amongst them several European houses of prominent standing) will also leave the Association and work full time, thus starting a competition in production which can end only in flooding the market with goods which, in turn, will inevitably bring ridiculously low and unprofitable prices, and end in ruin for many people.

I understand that several mills, unless agreement is reached in the interval, are posting up notices of a 12½ per cent reduction in wages as from the end of this month, and further, that several mills are considering closing down entirely, rather than run at a loss as they are now doing. It is not too much to say that every new loom that enters Bengal at present is a menace to the future prosperity of the trade, and will result in reductions in wages and in the number of workers. However unpleasant the thought may be, labour unrest and troubles will undoubtedly follow, with consequences of the utmost gravity. From the Government's point of view too, there will have to be faced the possibility of losing a very substantial amount from income-tax and super-tax, and this Bengal can ill afford to do. (The Statesman) 9-4-1932).

In view of the seriousness of the situation, some of the interests involved are urging the desirability of Government intervention. According to the Statesman of 30-4-1932, one of the important questions that will be discussed by Sir John Anderson, the Governor of Bengal, in the visit that he is to make to the Viceroy at Simla early in May, will be the attitude of the Bengal Government to the crisis that has been precipitated in the jute industry of the province.

UnemploymentUnemployed Workers' League, Bombay:Dole and Other Demands Formulated.

The unemployed in Bombay, whose numbers are increasing daily, have organized themselves recently into an Unemployed Workers' League. A meeting of the unemployed was held on 27-4-32 under the auspices of this body, two of whose organizers spoke. They explained how unemployment was a permanent feature of capitalism and how in every country workers were thrown out of employment because of capitalism; but in a country like Russia where no capitalism existed, workers' wages were rising. The meeting thereupon formulated its minimum demands as Rs.25 for every unemployed worker as dole for every month, free lodging and free travelling for the unemployed and feeding and educational arrangements for their children.

(The Leader, 30-4-32).

Employment for Graduates: Allahabad University Scheme.

With a view to finding employment for graduates who pass out of the Allahabad University, the University authorities are maintaining statistics of former students and their occupations. Later, when trade improves, the University intend trying to bring big employers of labour in touch with unemployed graduates. If and when the scheme materializes it may follow the example of the Cambridge Employment Bureau and similar institutions in Great Britain which form a regular liaison organization between employers and graduates. Such a scheme has not

yet been tried in India and the Allahabad University may be the first to take this forward step.

(The Statesman, 30-4-32)

Combating Unemployment in Sind.

Ways and means to relieve the unemployed were discussed at a meeting of Hyderabad merchants and other leading citizens in the second week of April 1932. The meeting considered the report laid before it by a committee appointed last year by the Hyderabad (Sind) Co-operative Union in this connexion, and came to the conclusion ~~that~~ that small industrial concerns such as cigarette and match manufactures which could absorb as many workers as possible should be started.

(The Statesman, 19-4-32)

IHK.

Social Conditions.

Drink and Industrial Efficiency:

Report of Anglo-Indian Temperance Association, 1931 - 32.

The conviction has been growing in India that increased consumption of liquor inevitably tends to lower the industrial efficiency of the working class population. This point of view has also been stressed by the Royal Commission on Labour. In the course of their inquiries the Commission found that the liquor evil has a very direct bearing upon labour conditions. It is stated in the Report that the consumption of drink, and particularly of spirituous liquors, may be said to be a feature of the majority of industrial areas, and has created considerable havoc in some of them. Accurate figures of expenditure under this head are not available, because, as the Commissioners say, the worker who drinks is in many cases naturally reluctant to give information regarding his consumption or even to admit that he is not a total abstainer. For this reason the result yielded by family budget inquiries are certainly underestimates, even though nearly all show a substantial expenditure. The report states "the drinking of intoxicating liquors is repugnant alike to the religious beliefs and the social opinions of many persons in India, and there is a large section of public opinion in favour of the prohibition of its manufacture and sale". It is acknowledged that there are difficulties in connection with the prevention of illicit manufacture, but the considered verdict of the Commission is that "a reduction in the consumption of liquor would increase the welfare and efficiency of the industrial workers."

The following information, taken from the report for 1931-32 of the Anglo Indian Temperance Association on the efforts made by the Association and other interested bodies to reduce liquor consumption in India, will be of interest in view of the important bearings that liquor consumption has on the efficiency of the industrial worker.

Progress of Temperance Propaganda. - Commenting on the progress of the Temperance Movement in India, the report states: "Considering the absorption of the public mind in the recurring political crises of the past twelve months, it has been gratifying to find so many signs of sustained interest in Temperance propaganda and such a widespread realisation of the fact that a self-governing India must be free from the pernicious evils of the drink traffic. Throughout 1931 ample proof was given, especially in Southern India, of the tenacity with which the people adhere to the principle of Prohibition. Under the terms of the Irwin-Gandhi agreement the peaceful picketing of liquor shops was recognised as legitimate, and the sanction thus obtained was widely used in many parts of the country. There is hardly a town or village in the Madras Presidency where sustained efforts have not been made to reduce the consumption of liquor and to dissuade individuals from entering the shops!"

Restrictive Effect of Ordinances. - It has always been an integral part of Temperance work to persuade individuals not to spend their time and money in drink shops. Some of the methods hitherto employed are now severely restricted in India, and cannot under any circumstances be carried on in the neighbourhood of licensed premises. Temperance workers, individually and collectively, have to find other means of bringing their influence to bear upon the victims of intemperance. Any sign of temperance activity near a liquor shop would, under the Ordinances at present in force, be quite illegal.

Action by Municipalities. - The report notes that active steps towards prohibition have been taken by the Madras Corporation, the Bombay Municipality and the Bombay Improvement Trust.

Attitude of Congress. - Dealing with the attitude of the Congress to the Prohibition Movement, the Report observes: "in consequence of the prevalent financial stringency, the work of the Propaganda Committees formerly financed from the £ 30,000 grant of the Madras Government, has been suspended, and that this money is no longer available for the purpose. The Association is not concerned with the political activities of the Indian National Congress, but it may be noted that at the last session of this body the following resolution was unanimously passed:-

"The Congress notes with satisfaction the visible progress of the nation towards the goal of total prohibition during the past

twelve months, and calls upon all Congress organisations to continue the anti-drink campaign with renovated vigour, and hopes that the women of the country will redouble their efforts in weaning the drunkard and the drug addict from a habit that ruins both body and soul and dislocates happy homes."

Prohibition and Revenue Considerations. - The report states that the greatest obstacle to the Temperance Movement is constituted by the government's fear that prohibition will lead to a reduction of revenue. On this aspect, the Report observes: " True prosperity can never be promoted by the multiplication of liquor shops. In the long run the revenue itself will suffer if it is made to depend upon a traffic which impoverishes the people, and no Government will gain real credit in India by taking over the business of those who are now engaged in ~~illicit~~ sales. In the eyes of India, the sale of liquor does not become more reputable because it is carried on under official auspices and used as a means of making up provincial deficits!"

(The Leader, 22-4-32).

Public HealthRs. 30 Million Endowment: Tata Charities Scheme.

Sir Dorab Tata, a Parsi merchant of Bombay, has decided to devote property worth Rs.30 million to charity. In pursuance of this decision, it is understood, Sir Dorab recently had a trust deed drawn up on lines similar to the Wadia Charities Trust, (a Trust set up by the Wadia family of Bombay), but the provisions of the deed will not come into operation during the lifetime of Sir Dorab who will thus have full control of the trust properties. The objects of the trust, it is understood, will be to give relief in various ways to those afflicted by sudden calamities and to help public institutions, irrespective of race and colour, in all parts of the world.

Apart from this sum of Rs.30 million Sir Dorab Tata is also reported to have set aside Rs.2.5 million for institutions and scholarships for research work in connexion with what are known as "incurable diseases". It is proposed to encourage research in these directions in any part of the world and to give substantial rewards to those who are successful in their efforts.

(The Statesman, 26-4-32).

Urban Incidence of Tuberculosis: A Lahore Inquiry.

Details of an inquiry into the incidence and causes of tuberculosis in a typical suburb of an Indian city are given in a communique recently issued by the Punjab Government. For some years past, the incidence of tuberculosis in India has been attracting public attention and a widespread belief exists that the disease is steadily increasing in prevalence in this country.

The present inquiry which is to be conducted under the joint auspices of the Indian Red Cross Society and the Society for the Promotion of Scientific Knowledge is financed by the King George's Thanksgiving Fund.

The tuberculosis sub-committee of the Red Cross Society, as the result of a preliminary survey of the problem, concluded that it was necessary to obtain more precise knowledge than at present exists, not only in regard to the incidence of the disease which, it is believed, is exceptionally high in Lahore and in certain other large towns, but also in respect of the environmental and economic conditions associated with its occurrence. The Punjab Government has agreed to lend, free of cost, the services of an officer of the Public Health Department holding a diploma in tuberculosis to conduct the investigation. This ~~officer~~ officer, who is being provided with a suitable staff, including a woman doctor, is expected to commence work on May 1, 1932.

It has been decided, after careful consideration, to limit the scene of the inquiry to Mozang, a suburb of Lahore, which presents conditions typical of those prevailing in the heart of large cities. An essential part of the investigation comprises the collection of details in regard to the health, mode of living, diet, and housing conditions, etc. of the inhabitants of the selected area and for this purpose the sub-committee has drawn up a series of questionnaires. It is expected that the present investigation will last a year. Thereafter it is hoped to raise further funds to enable a similar investigation to be carried out in rural areas.

(The Statesman, 24-4-1932).

Co-operation

Progress of Co-operation in Mysore State, 1930-31

According to the report submitted to the Mysore Government by the Registrar of Co-operative Societies, Mysore, on the working of the Co-operative Societies in the State during the year ending 30-6-1931, the societies in the state made good progress during the period under review.

General. - The increased turnover over the level reached in the previous year was Rs.10 million against less than Rs.5 million in the previous year. The net profits fell from Rs.615,000 to Rs. 525,000, due chiefly to the non-realisation of interest on outstanding loans. The reserve fund increased from Rs. 2.132 million to Rs. 2.278 million and it constitutes 46.6 per cent of the paid-up share capital and 12.04 per cent of working capital. Reviewing the report, the Government observe that the working of the department was on the whole satisfactory.

Rates of Interest. - During the year under review, the number of co-operative circles was increased from 39 to 42 and 3 additional Inspectors were appointed. As a measure of retrenchment, the posts of two Assistant Registrars, of 2 Sub-Assistant Registrars and of 5 Inspectors were abolished. The number of societies rose from 2,102 in 1929-30 to 2,213 during the year of report with an increase of membership by 11,124. The working capital increased from Rs.16.9 million to Rs.18.9 million and the paid-up share capital from Rs.4.713 million to Rs. 4.888 millions. The average working capital per member was Rs. 138.31 against Rs.133.8 in the previous year. The total amount of deposits held at the end of the year was

Rs. 8,574 million against Rs. 7,311 million in the previous year. The deposits and withdrawals were both much larger than in the previous year. The total amount of loans issued to individual members during the year was Rs. 11,856 millions. Out of this amount, a sum of Rs. 4,318 million was issued for productive purposes such as cultivation and land improvement, Rs. 1,887 million for redemption of prior debts, Rs. 3,264 million for the purchase of necessaries of life and ~~Rs. 8,120,000~~ ^{Rs. 812,000} for construction of houses and repairs.

Agricultural and Depressed Classes Societies. - The report states that the number of Agricultural Societies increased by 91 and their membership by 4,190, the total working capital having risen from Rs. 4,590,929 in 1929-30 to Rs. 5,038,727 in 1930-31. At the end of the year, there were 280 Depressed Classes Societies. They had a membership of 6,221 and a paid-up share capital of Rs. 42,318.

Women's Societies. - Three co-operative societies were started in ~~certain~~ certain centres for the exclusive benefit of women. These societies have been reported to be working satisfactorily and Government hope that more societies of this nature will be formed.

Land Mortgage Bank. - There was a fall in the membership of the Land Mortgage Bank from 660 in 1929-30 to 521 in the year under review. The fall is reported to be due to the transfer of individual members residing within the jurisdiction of the primary Land Mortgage Societies. The paid-up share capital of the Bank on 30th June, 1931, was Rs. 37,723. The Bank obtained by issue of debentures Rs. 232,700 including the Government contribution of Rs. 100,000. The working expenses of the Bank up to the end of June, 1931, amounted to Rs. 20,920 and the whole of this expenditure was borne by Government.

(The Hindu, 2-4-32).

(A short review of the progress of Co-operation in Mysore State during 1929 has been given at page 80 of the July 1930 report of this Office).

Agriculture.

Over-Population and Fragmentation of Holdings:

Rural Economic Inquiry in U.P.

The problems of over-population in rural areas and the consequent fragmentation of agricultural holdings have for a long time been engaging the attention of Indian economists. In recent years several efforts have been made to study this aspect of the agricultural problem in India. One of the most important of such inquiries is the one which is being undertaken in the United Provinces under the guidance of Dr. Radhakamal Mukherjee, Professor of Economics, Lucknow University, in the Gorakhpur, Jaunpur and Benares Divisions, with a view to analysing the effects of the pressure of population on agriculture, on social economy and on the health of the people. The following survey of agricultural conditions in U.P. is taken from a contribution on the subject published in the Hindu of 2-4-1932:-

Excessive Fragmentation.- Certain tahsils of Gorakhpur with a density of more than 1,000 persons per square mile, show some of the highest records of rural density in the world. Expansion of cultivation seems to have reached its maximum under the present conditions in many tahsils. With the growth of population, fractionalisation of holdings has gone to a grotesque length. Since the last settlement, everything is divided, shares, holdings, plots, groves, ponds and even trees, and where there is no formal partition, there is always an informal one.

Minimum Economic Holdings.- The minimum economic holding has been estimated by the Banking Inquiry Committee for Gorakhpur division as 4 acres and 3.9 acres for statutory and occupying tenants, respectively. The average holding is actually below the minimum economic

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unit. The difference between the size of the average holding and the minimum economic holding, which is at best a rough and ready measure of poverty and indebtedness, increases, generally speaking, with the density of population in the various tahsils of Gorakhpur. Such toy holdings not only make agriculture inefficient, but absolutely make it impossible for cattle to be maintained in adequate numbers.

Rural Housing Problems.- Another serious evil of rural over-population is to be found in the enormous pressure of accommodation on village homesteads and cottages in many villages which have been intensively surveyed. The average number of persons living in a hut varies from 8 to 12. The inmates sleep along with the cattle and other live-stock. The problem of rural housing has hardly attracted the attention it deserves. In most of the congested tracts, homesteads are seen to be huddled together at all angles to utilise space as far as possible without any attention to drainage and ventilation.

Industrialisation.- No adequate remedy: In the Meerut division, the peasant depends much more than in Gorakhpur upon other occupations than agriculture, engaging in trade and small scale industries when it is in the interests of the farm to do so. In the eastern districts of the United Provinces, excessive dependence upon the farm and lack of initiative to strike out new lines have gone together and the result is overcrowding of agriculture and diminution of the size of holdings which have led to a general lowering of the standard of living. Rice mills and sugar factories are neither sufficiently numerous nor adequately developed to relieve the pressure of population. Where man breeds like field rats and rabbits without provision, even wholesale emigration or industrialisation become mere palliatives. The masses must understand economy of health and reproduction in order

that they may get release from those destructive natural checks which are now maintaining the numerical balance of men in overcrowded regions much in the same manner as these operate in the case of animals.

(The Hindu, 2-4-1932).

Maritime Affairs.Grievances of Inland Steamer Employees, Bengal.

The following resolutions about the grievances of the Inland Steamer-Employees (mariners) working under the India General Navigation and Railway Company, Ltd., and the Rivers Steam Navigation Co., Ltd., Bengal, were adopted at a **general meeting** of the Bengal Mariners' Union held at Calcutta, on 13-3-1932:-

(a) That the Bengal Mariners' Union views with alarm ~~at~~ the recent circulars of the I.G.N. and Ry. Co., Ltd., and the R.S.N.Co., Ltd., ~~in~~ arbitrarily reducing the wages of the masters, drivers and serangs of their laid-up steamers and flats by more than 50% approximately on average in breach of the settlement made between the Joint Steamer Companies and the Union on 16-9-1929;

(b) That the Union strongly disapproves of the action of the Joint Steamer Companies in circulating the aforesaid reductions in wages of laid-up steamers and flats to be enforced from the 1st April 1932, without consulting the Union, thereby preventing it from putting forward the views of masters, drivers and serangs;

(c) That the aforesaid reduction in wages by more than 50% is not warranted by any unforeseen economic conditions; and,

(d) That the Joint Steamer Companies be requested forthwith to withdraw their circulars, in order to avoid the serious situation that may arise in the steamer services in Bengal in case the aforesaid reductions be enforced from the 1st April, 1932.

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The Joint Steamer Companies, in reply to the above resolutions forwarded to them, stated in a letter dated 23-3-1932:- "The reductions which it is proposed to make are necessary owing to adverse trade conditions. The services of Masters, Serangs and Drivers of laid-up vessels can be dispensed with until such time as the vessels are re-commissioned and it is only necessary meantime for watchmen to be placed on board. Instead, however, of adopting such a course we are prepared in the interests of the men affected to retain their services on a reduced scale of pay and it is hoped that the men will see the reasonableness and justification of the reduction. We therefore, much regret that we are unable to adopt the suggestion of your Union."

On 26-3-1932 the Bengal Mariners' Union passed the following resolution in a special meeting:-

"That the Bengal Mariners' Union regrets the unsatisfactory reply of the Joint Steamer Companies dated the 23rd March, 1932, and urges on them the necessity of calling a meeting of the Joint Board (consisting of the representatives of the Joint Companies and the Union) on the 29th March, 1932, with a view to settle the matter amicably re: proposed reduction of wages of the masters, drivers and serangs of laid-up steamers and flats".

On 5-4-1932 a meeting of the Joint Board was held at Calcutta. Messrs. M. Daud, M.A., B.L., Bar-at-Law and M. Abdul Huq, B.L., President and General Secretary respectively of the Union and Messrs. P.T. Barrett of the R.S.N.Co. Ltd., and J.D. Sadler of the I.G.N.& Ry.Co., Ltd., were present in the meeting. The Union's representatives pointed out that the proposed wage-cut in laid-up vessels was uncalled for and unwarranted and it was nothing but a complete and direct breach of the settlement arrived at between the Union and the Joint Steamer Companies on 16-9-1929 regarding the graded system of pay introduced for masters, drivers and serangs into the services of the Joint Steamer Companies. Under the circumstances, it was not open to the Joint Steamer Companies to propose any cut in the wages of their employees without consulting the men's Union, recognised by the Companies. And as a preliminary, to test the bonafides of the Companies' letter given to the Union under date 23-3-1932, the representatives of the Union enquired whether any guarantee should be given to the masters, drivers and serangs of laid-up steamers and flats that they would be re-employed on the laid-up vessels being re-commissioned in case they take leave during the period the vessel is laid-up, as no man is ready to accept the proposed reduced wages. The representatives of the Companies were not willing to give any such guarantee and the representatives of the Union thereupon observed that the Trade Dispute is still existing as it has not been amicably settled.

On 13-4-1932 a general meeting of the Union was held at Kidderpore, Calcutta, under the presidency of Mr. M. Daud and it was resolved to collect an Emergency Fund, to enable the members of the Union to fight out the issue with the employers.— the Joint Steamer Companies. The Union has also appealed to the Government to bring pressure on the said Joint Companies for the purpose of removing their grievances and thereby to avoid any trouble which may arise in future.

(Summarised from Bulletin No. 29 of the Bengal Mariners' Union, Calcutta, forwarded to this Office by the Union).

Migration

Indians and the Unemployment Situation in Malaya.

According to the Times of India correspondent at Negapatam, which is the port of disembarkation of emigrants from Malaya, enquiries made show that the trade depression and the unemployment situation in Malaya is getting more and more acute every day consequent on the unprecedented fall in the prices of rubber and tin, the two commodities that had made Malaya the prosperous land that it was until recently. It is reported that over ten thousand unemployed persons of almost all categories are now admitted into the various emigration camps in Malaya awaiting repatriation to India and that the number of fresh applicants seeking admission into these camps and other places intended for the unemployed, is increasing every day. The regular fortnightly steamer service has been found inadequate, and the Malaya Government have arranged with the B.I.S.N. Company to run some extra steamers to send the unemployed people back to India. The first of these is expected at Negapatam from Malaya during the last week of April 1932.

(The Times of India, 26-4-32).

Cape Town Conference, 1932: Terms of Agreement.

References were made in earlier reports of this Office to the Round Table Conference held at Cape Town from 12-1-1932 to 4-2-1932. The terms of the new agreement ^{arrived at the Conference} was announced in the form of a Statement in the Central Legislature on 5-4-1932 by Sir Fazl-i-Hussain. The following are the terms of the Agreement as made out in the Statement;

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Possibilities of Assisted Emigration Exhausted: - It was recognised that the possibilities of the Union scheme of assisted emigration to India are now practically exhausted owing to the economic and climatic conditions of India as well as owing to the fact that 80 per cent of the Indian population of the Union are now South African born. As a consequence, the possibilities of land settlement outside India, as already contemplated in paragraph 3 of the Agreement, have been further considered. The Government of India is to co-operate with the Government of the Union in exploring the possibilities of a Colonisation Scheme for settling Indians both from India and from South Africa in other countries. In this investigation, which should take place during the course of the present year, a representative of the Indian community in South Africa, if they so desire, is to be associated. As soon as the investigation has been completed, the two Governments are to consider the result of the inquiry.

No other modification of the ^{old} Agreement is, for the present, considered necessary.

Transvaal Asiatic Land Tenure Bill. - ~~Amendment of Gold Law~~, -
 The Conference decided that ^{this Bill} ~~it~~ should be considered by a Sub-Committee consisting of two representatives of each delegation. After the discussion in the Sub-Committee, Dr. Malan, who was one of the Union representatives, agreed to place informally before the members of the Select Committee which had prepared the Bill, the suggestions of the delegates from India. The results of this consultation may be summarised as follows:-

Amendment of Gold Law. - (1) Clause 5 of the Bill which embodied the principle of segregation by providing for the ear-marking
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of areas for occupation or ownership of land by Asiatics, has been deleted. Instead, the Gold Law is to be amended to empower the Minister of the Interior, after consultation with the Minister of Mines, to withdraw any land from the operation of Sections 130 and 131 in so far as they prohibit residence upon or occupation of any land by coloured persons. This power will be exercised, after inquiry into individual cases, by an impartial commission presided over by a judge to validate the present illegal occupations and to permit exceptions to be made in future from occupational restrictions of the Gold Law. It is hoped that liberal use will be made of this new provision of the law, so as to prevent substantial dislocation of Indian business, which the strict application of the existing restrictions would involve and to provide Indians in future with reasonable facilities to trade in the mining areas without segregation.

Protection of Fixed Property. - (2) The Bill has also been amended so as to protect fixed property acquired by Asiatic companies up to the 1st March 1930, which are not protected by Section 2 of Act 37 of 1919. This will have the effect of saving many Indian properties which, though not acquired in contravention of the letter of Act of 1919, were acquired contrary to its spirit.

Right to Trade. - (3) Local bodies whom Clause 10 of the Bill requires to refuse certificates of fitness to an Asiatic to trade, on the ground that the applicant may not lawfully carry on business on the premises for which licence is sought, shall have to treat a certificate issued by a competent Government officer, to the effect, that any land has been, withdrawn from the restrictive provisions of Sections 130 and 131 of the Gold Law, as sufficient proof that a coloured person may lawfully trade on such land. As it is proposed to maintain hereafter a register of all lands in the proclaimed areas where Asiatic occupation is permitted, such a provision should prove a valuable safeguard to the Indian community.

Substantial Advance Registered. - As against these important concessions, it has to be recognised, that the recommendations of the Indian Delegation, that areas like springs and other proclaimed land, to which the restrictions of Clauses 130 and 131 do not at present apply, should not be made subject to them, and that leases for ten years or more should not be treated as fixed property, have not been accepted. On the balance, however, the amendments which, subject to ratification by the Union Parliament, have been made in the Bill represent a substantial advance on the original Bill.

(The Hindu, 5-4-32).

INTERNATIONAL LABOUR OFFICEINDIAN BRANCHReport for May 1932.Contents.

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References to the I.L.O.

During the month under review the I.L.O. received a great deal of publicity in India. Two factors account for this. First, the holding of the 16th session of the International Labour Conference at Geneva from 12th to 30th April 1932, made available excellent matter for publicity purposes and this Office was able to send out numerous communique dealing with subjects that came up for discussion at the Conference, special attention, of course, being paid to matters which concerned India. Secondly, the sad news of the death of our late regretted Director, Monsieur Albert Thomas was followed up by several obituary notices, articles, etc. sent out by this Office. Further, several daily newspapers and other organs of public opinion in this country published appreciative articles on the life and record of work of the late Director. In addition, this Office carried ~~on~~ during the month its usual routine publicity work. Below are given details of references to the I.L.O. occurring in the Indian press during May 1932. (It has to be pointed out in this context that though the obituary notice, communique, etc., issued by this Office have received the widest publicity in the Indian press, we are able to give, in the absence of a press cutting agency in India, details only of references to the I.L.O. occurring in the few dailies, weeklies etc., either subscribed for by us, or received free here).

Immediately on receipt of the cable conveying the news of M. Albert ~~Al~~ Thomas' death in this Office, a short communique was issued to the Associated Press of India on 9-5-1932 for telegraphic transmission to the Indian press. The communique contained also a brief sketch of the life of the deceased. The communique was published in the

Statesman and the Hindustan Times of 10-5-1932, the Times of India of 11-5-1932, the Leader of 12-5-1932, the Indian Social Reformer of 14-5-1932 (Vol.XLII, No.36), the May 1932 issue of the B.B. and C.I. Railwayman (Vol. 3, No.10) and the Press Report of the All-India Railwaymen's Federation of 16-5-1932 (No.9), and in all papers. (Copies of the communique were sent to Geneva with this Office's minute H 2/1231/32, of 12th May 1932, and cuttings of these are being sent herewith under separate batch — "References to M. Albert Thomas").

The Hindu of 10-5-1932 published a British Official Wireless message from Rugby announcing the death of M. Thomas and giving a short biographical sketch of the deceased. (Cutting is being sent in batch — "References to M. Albert Thomas").

The Hindustan Times of 11-5-1932 and the Times of India of 12-5-1932 publish photographs of M. Thomas. Copies of the photograph were supplied to these newspapers by this Office.

In addition to the short communique mentioned above, a two-column obituary notice was prepared in the Office and roneoed copies of it were forwarded direct to all the principal daily newspapers and weeklies in India. The communique appeared in the Hindu of 16-5-1932, New India of 19-5-1932 (Vol. VI, New Series No.7), Federated India of 18-5-1932 (Vol. VI, No.20) and in all papers. (Copies of the communique were forwarded to Geneva with this Office's minute H 2/1231/32 dated 12th May 1932, and cuttings are being sent under batch — "References to M. Albert Thomas").

Articles on the life and work of the late M. Albert Thomas, contributed by Mr. K.E. Matthew, a member of the staff of this Office, were published in the Hindustan Times of 11-5-1932, the Daily Herald of 14-5-1932 and the May 1932 (Vol.3, No.5) issue of the Indian Post.

(Cuttings of the first two articles are being sent under the heading "References to M. Albert Thomas". Copy of the May 1932 number of the Indian Post has been forwarded to Geneva with this Office's minute H 4/1578/32, dated 16th June 1932).

Besides the above references, the Servant of India of 19-5-1932 (Vol. XV, No.20) published a long and appreciative editorial article on the late M. Thomas. (The cutting has been sent to Geneva with this Office's minute P/1308/32, dated 26th May 1932). New India of 12-5-32 (Vol. VI, New Series No.6) (cutting is being sent in batch "References to M. Albert Thomas") and the May 1932 issue of the Indian Post (Vol.3, No.5) published short editorial notes on the subject. (The May 1932 issue of the Indian Post has been forwarded to Geneva with this Office's minute H 4/1578/32, dated 16th June 1932). An appreciation of the late Director was contributed to the Hindu of 11-5-1932 by Dr. Lanka Sundaram (cutting forwarded to Geneva with this Office's minute P/1292/32, dated 19th May 1932).

(Besides the above press references, numerous condolence messages regarding the death of M. Albert Thomas have been received in this Office from the Government of India and representative organisations of employers and workers in India during May 1932. They have all been forwarded to Geneva on their receipt).

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The proceedings of the 16th session of the International Labour Conference received a satisfactory measure of publicity in the Indian Press. In the course of the month under review this Office issued the following four communique re. the 16th Conference:-

On 11-5-1932 - A communique containing the full text of the speech delivered by Mr. R.K. Shanmukham Chetty, Indian Employers' Delegate, in the discussion which followed the presentation of the Director's report to that Conference. (Copies of the communique were forwarded to Geneva with this Office's minute H 5/1232/32 dated 12-5-1932). The communique was published in Federated India of 25-5-1932 (Vol.VI, No.21), the Statesman of 17-5-1932, the Hindustan Times of 13-5-1932, the Times of India of 14-5-1932 and the Hindu of 17-5-32.

On 12-5-1932 - A communique giving fairly full extracts from the speech delivered by Diwan Chaman Lall, Indian Workers' Delegate, in the course of the debate which followed the Director's Report to the Conference. (Copies of the communique have been forwarded to Geneva with this Office's minute H 5/1299/32, dated 19th May 1932). The communique has been published in Federated India of 25-5-1932 (Vol.VI, No. 21), the Sunday Advocate of 22-5-1932 (Vol. IX, No.16), the May 1932 issue of the Indian Post, Delhi, (Vol. 3, No.5), the Statesman of 13-5-1932, the Hindustan Times of 14-5-1932, the Times of India and the Hindu of 17-5-1932, the Leader of 21-5-1932 and the Railway Times, Karachi, of 30-4-1932.

On 27-5-1932 - A communique containing a summary of the proceedings of the 16th Conference. (Six copies of the communique have been forwarded to Geneva with this Office's minute H 5/1425/32, dated 2nd June 1932). The communique has been published in the Daily Herald of 29-5-1932 and the Hindu of 31-5-1932. (Other cuttings published in June 1932 will be forwarded with our June 1932 report).

On 31-5-1932 - A communique summarising the main points in the speech delivered by Sir B.N. Mitra, Delegate of the Government of India, in the course of the debate which followed the presentation

of the Director's report to the Conference. (Six copies of the communique have been forwarded to Geneva with this Office's minute H 5/1426/32, dated the 2nd June 1932). Cuttings of this communique will be forwarded to Geneva with this Office's ~~minu~~ June 1932 report).

The following are some of the other references to the 16th session of the Conference appearing in the Indian press:-

The Sunday Advocate of 22-5-1932 (Vol.IX, No.16) publishes a long editorial article under the caption "Child Labour in India" on Diwan Chaman Lall's speech, in the course of which it supports the allegations made in the 16th I.L.Conference by Diwan Chaman Lall regarding the conditions of work of children in India, and ~~condemning~~ the present Government for tolerating such conditions.

A Reuter's cable to the effect that an article fixing the age of admission of children to employment in non-industrial occupations at 10 years in India and 14 in other countries was ~~published~~ included in the Convention on the subject adopted by the 16th I.L.Conference, was published in the Statesman of 1-5-1932, the Hindustan Times of 1-5-1932 and the Leader of 2-5-1932.

The Times of India of 6-5-1932 publishes a short editorial article entitled "Child Labour in India" based on the above news, in the course of which it explains the previous Conventions passed by Geneva to regulate the labour of children and the present position of child labour in India.

A communique dated 25-5-1932 which was issued by the Government of India under the caption "Employment of children: Geneva Draft Convention", was published ~~1~~ by the Hindustan Times and the Statesman of 25-5-1932, the Hindu, the Leader and the Times of India of 27-5-1932 and the Indian Social Reformer of 28-5-1932 (Vol. ~~XI~~ XLII, No. 38).

The communique explains the special position given to India in the Convention re the employment of children in non-industrial occupations and gives the text of the articles defining India's obligations under the Convention.

The Leader of 1-5-1932 publishes a short editorial article on Sir B.N. Mitra's (Indian Government Delegate to the 16th I.L.Conference) plea of financial stringency with which the Government of India is confronted, for not giving effect to the Hours Convention in the Indian State-managed railways. The article, while admitting the existence of financial stringency, is of opinion that Government cannot bring forward this excuse in this case alone, while they are not influenced by financial stringency in the matter of payment of Lee Concessions to Government officials. The article says: "At the same time what one cannot understand is that while the Government are unable to give effect to this recommendation, which has the support of a world-wide organisation, and also of Indian public opinion, they are managing to find funds for the payment of the costly Lee concessions to which Indian opinion has never reconciled itself".

Photographs of the 16th Session of the I.L. Conference and of the Indian Delegation to the Conference were published in the Hindustan Times of 12-5-1932 and 14-5-1932, the Statesman of 18-5-1932 and the Hindu Illustrated Weekly of 22-5-1932 (Vol. 37, No. 21).

Federated India of 4-5-1932 (Vol. VI, No. 18) publishes the communique issued by this Office under the caption "The I.L.O. and Development of Social Policy: Director's Report to the 16th I.L. Conference, 1932". (Copies of the communique were forwarded to Geneva with this Office's minute H 2/790/32, dated 14-4-1932).

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The communique issued by this Office on the I.L.O. Questionnaire regarding the recruiting and placing of professional workers was published by the Statesman,^{and} The Leader of 2-5-1932, the Hindu of 3-5-1932, the Federated India of 11-5-1932 (Vol. VI, No.19) and all other papers. (Copies of the communique were sent to Geneva with this Office's minute H 2/991/32, dated 5-5-1932).

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Federated India of 11-5-1932 (Vol. VI, No. 19) republishes an article under the caption "The I.L.O. and Democracy" contributed by the Director of this Office to the February and March combined issue of the New World (Vol. I, Nos. 4 and 5).

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The following note regarding the application of the Washington Hours Convention on Indian Railways is taken from the Press Report (No. 9) dated 16-5-1932 issued by the All-India Railwaymen's Federation

"The Railway Board state in reply to a reference from the Federation that they would consider the application of the Convention on Railways in which the Government are not financially interested after they have been applied to all railways in which the Government are financially interested and that a separate communication will be issued in regard to the enforcement of the Hours of Employment Regulations on H.E.H. the Nizam's State Railway and Mysore State Railways. It is to be remembered that although the Government ratified these Conventions more than 10 years ago, they are practically a dead letter on most of the Indian State railways. Railways like B.& N.W., R.& K., and M.& S.M., which have been paying to their share holders very high dividends amounting to more than 10 to 17 per cent. even in the present period of trade depression, have not yet been asked by the Government to enforce the Hours of Employment Regulations, with a view to avoid at least unnecessary discharge of staff though the Railway Board is the Statutory Authority over all Railways, Government and non-Government, according to the Indian Railways Act."

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The Hindustan Times of 1-5-1932 publishes an article under the caption: "The I.L.O. and Unemployment: Problem of the Intellectual Worker" contributed by Mr. K.E. Matthew, a member of the staff of this Office. The article deals at length with unemployment among intellectual workers in India and contains many references ~~to~~ the Questionnaire issued by the I.L.O. regarding 'placing' of professional workers.

The same article by Mr. K.E. Matthew, is published at pages 177-180 in the May 1932 (Vol.3, No.5) issue of the Indian Post under the caption: "The I.L.O. and Unemployment Problems of Intellectual Workers".

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New India of 26-5-1932 (Vol. VI, New Series No. 8) publishes a long article under the caption: "The League of Nations" contributed by Mr. A.C. Chatterjee, Officer in charge of the Bombay Bureau of the League of Nations. The article contains a few references to the I.L.O. also.

... ..

The recently published Report of the Proceedings of the Executive Committee of the Federation of Indian Chambers of Commerce and Industry for the year 1931 contains four references to the I.L.O. The first reference is to two reports submitted by Mr. D.S. Erulkar in connection with the January 1931 session of the Governing Body of the I.L.O. which he attended as a substitute member. Mr. Erulkar put forward the following three proposals in his two reports:-

- (a) for securing representation on the Executive Committee of the International Organisation of Industrial Employers:

- (b) for securing a seat on the Governing Body of the International Labour Office;
- (c) for appointing a full-time Indian with an office to represent the Federation either at Geneva or at Paris and to be in constant touch with the affairs of the International Labour Organisation and to be of use and assistance in guiding guiding the Indian Employers' Delegations at General Conferences.

The second reference is to the Federation's nomination of Indian Employer's delegation to the 15th I.L. Conference (page 6 of the report); The third refers to the protests entered by the Indian Employers' delegate at the 15th I.L. Conference against the nomination of a non-national on the employers' delegation to the XV session of the I.L. Conference (page 7 of the report). The last reference relates to the nomination of representatives of the Federation to the Preparatory Technical (Maritime) Conference which was to have been held in October 1931 (page 11 of the report). (A fairly full summary of the relevant portions in the Report of the Proceedings of the Executive Committee of the Federation for 1931 is given at pages 17-19 of this report).

... ..

The Hindu of 12-5-1932 publishes the summary of a speech delivered by Mr. K.K. Kuruvilla, M.A., as president of the 8th annual session of the Travancore Labour Conference held at Alleppey, Travancore, on 8 and 9-5-1932, in the course of which Mr. Kuruvilla paid a tribute to the work of the I.L.O. and urged the various labour unions in Travancore to affiliate themselves to the All-India Trade Union Federation which, in collaboration with the I.L.O., was rendering valuable services to the Indian labour interests.

... ..

Ratifications.

Abolition of Forced Labour in Kalat State, Baluchistan.

The Indian State of Kalat, Baluchistan, has announced its intention to shortly abolish unconditionally all forms of forced labour in the State. The decision was announced by His Highness the Khan of Kalat on 26-4-1932 on the occasion of his installation as ruler by His Excellency the Viceroy.

(The Statesman, 27-4-1932).

(Kalat is a native State in Baluchistan, having an area, including Makran and Kharan, of 71,593 square miles and a population in 1921 of 328,281.)

Conditions of Labour.Labour Conditions in Mysore, 1930-31.

The following are extracts from the Administration Report of the Department of Industries and Commerce of the Mysore Government for the year 1930-31 dealing with conditions of labour in Mysore State.

Number of Factories. - The total number of factories on the Register of Factories at the beginning of the year stood at 172. Seventeen factories were newly taken on the Register, the most important of which were the Electric Generating and Transformer stations and the factories situated in the mining area proper in the Kolar Gold Fields. Seven factories were struck off the Register. At the end of the year there were in all 182 factories. Of these factories, 18 were owned and worked by Government and the rest were private concerns. The number of seasonal factories that worked during a season in the year was 45 and the remaining factories worked throughout. Grouped under important industries, there were 28 rice mills, 30 decorticators, 22 ginning and pressing factories, 12 brick and tile factories, 11 textile factories, 10 printing presses, ~~nine~~ 9 Engineering Works, 7 flour mills, 4 saw mills and the rest may be classed as miscellaneous.

Number of Workers. - The average number of operatives employed daily in all the factories in the State amounted to 18,800 as against 17,489 in 1929-30. The number of adults employed was 16,943 as against 15,343 in the year before. The total number of children employed fell ~~down~~ from 2,146 to 1,857 in the year under report. It is seen that there has been a decrease by 13.5 per cent in the number of children employed and an increase by 10.4 per cent in the employment of adults. In some factories the employment of grown-up persons is being substituted for the labour of children.

Inspection. - The total number of factories inspected during the year was 98 as against 131 in the previous year. Forty-nine factories were inspected more than once. It may be stated that almost all the factories in the Mysore and Shimoga Divisions were inspected during the year. It was only in the Bangalore Division that the number of factories inspected was 24 out of 106 on the Register of Factories in that Division. The serious fall in the number of inspections is due to a change in the Inspectorate during the year. Of 1,857 children employed in the factories, only 68 were examined by the Certifying Surgeons during the year under report. The proportion of children examined to the total number of children employed in the factories is quite small. As a large number of Assistant Surgeons have since been appointed to attend to this work, necessary action is being taken so that the number of children examined will show a considerable improvement during the current year.

Health and Sanitary Conditions. - The health of the operatives throughout the State was uniformly good and there was no outbreak of epidemic diseases. ventilation, lighting and general sanitary

conditions in all the factories in the Mysore Division are reported to be quite satisfactory. In the ginning and pressing factories, ventilation was very bad. Orders have been issued by the Inspector to the owners of these factories to secure sufficient light and air. Fencing of the machinery in all factories received the particular attention of the inspectors.

Hours of Work. - The daily and weekly hours of work in force in the majority of factories in the State are 10 and 60 respectively. Sunday is generally the weekly holiday observed in 90 per cent of the factories. In some places, Tuesday, Thursday or Friday is being substituted for Sunday.

Workmen's Compensation. - The total number of cases that came up before the Commissioners for Workmen's Compensation during the year ending June 1931 amounted to 204 as against 200 in 1929-30. The number of cases filed in Kolar District was 163, in Bangalore City 38 and in Mysore District 3. By the end of the year, 198 cases had been disposed of and six cases were pending. Seventeen cases which had been pending when the previous year closed were also disposed of during the year under report. Of the 198 cases dealt with during the year, 74 cases related to fatal accidents, 60 to non-fatal accidents, 70 to the Registration of the Memoranda of Agreements. The number of claims for compensation for injuries by accidents in the mining industry was 163. The claims in respect of accidents in the Textile Factories was 38 and in the tunnel works two and in Coffee Works one.

The total sum deposited with the Commissioners during the year under report came up to Rs.47,596-9-1. This included the sum of Rs. 1,647-11-0 received for distribution from the Commissioner for Workmen's Compensation, Hazaribag, Bihar and Orissa. A sum of Rs. 43,016-8-0 was distributed among the dependents of the deceased workmen, and Rs.3,972-1-1 was distributed among the workmen receiving injuries by accidents which were not fatal. Rupees 608-0-0 were pending distribution at the end of the year.

The annual returns for the year 1929-30 under section 15 of the Workmen's Compensation Regulation were received in duplicate from 153 factories, the total number on the Register of Factories that year being 172. Apart from these, the returns were also received from the mining companies and other concerns in the mining area lying outside the purview of the Factories Regulation. There were in all 1830 cases of injuries by accident in respect of which a sum of Rs.69,008-12-8 was paid as compensation by the employers of labour. There were 58 fatal cases, in respect of which a sum of Rs.35,346-2-0 was paid to the dependents of the deceased workmen. The number of workmen permanently disabled amounted to 55 and the total amount of compensation paid to them came up to Rs.21,222-6-6. There were 1717 cases of temporary disablement and a sum of Rs.12,440-4-2 was paid to them as compensation.

(May 1932 issue of the "The Labour Gazette" Vol.XI.No.9)

(Attention is directed to a summary of the Report on the Labour Conditions in Mysore, given at pages 17-18 of the December 1931 report of this Office).

HK.

Quarterly Strike Statistics (Period ending 31-3-1932).

The Department of Industries and Labour of the Government of India in a press communique dated 4-3-1932, has published the statistics of industrial disputes in British India for the first quarter of 1932. During the period under review, there were 25 disputes involving 42,170 workers and entailing a loss of 332,345 working days. The largest number of disputes occurred in the Bombay Presidency, where 7 disputes were recorded involving 11,768 workers and entailing a loss of 83,512 working days. The Central Provinces come next with 6 disputes involving 17,159 workers and entailing a loss of 97,362 working days. The figures for the other provinces are; 4 each in Bengal and Madras involving 8,120 and 3,924 workers and entailing losses of 32,964 and 115,396 working days respectively; 2 in Assam involving 719 workers and entailing a loss of 1,281 working days; 1 each in the Punjab and Burma involving 450 and 30 workers and entailing losses of 1,800 and 30 working days while no strikes were recorded in Bihar and Orissa, Delhi and the United Provinces.

Classified according to Industries, there were 11 disputes in the cotton and woolen mills involving 24,047 workers and entailing a loss of 143,480 working days, 2 each in jute mills and railways, including railway workshops, involving 7,366 and 3,980 workers and entailing losses of 130,464 and 40,070 working days respectively and 1 in mines involving 30 workers and entailing a loss of 30 working days. In all the other industries together, there were 9 disputes involving 6,747 workers and entailing a loss of 18,301 working days.

Of the total 25 disputes, 14 were due to wages, 5 due to personnel, 3 due to questions of bonus and 3 to other causes. In 1 dispute the workers were successful, in 6 partially successful, and in 13 unsuccessful, while 5 disputes were in progress at the end of the quarter.

(The quarterly strike statistics report for the period ending 31-12-1932 was reviewed at pages 28 - 29 of the February 1932 report of this Office).

General Strike Threat by A.I.R.F: Ballot to Close by 15-6-32.

Reference was made at pages 22-23 of the report of this Office for March 1932 to the decision taken by the Council of Action of the All India Railwaymen's Federation on 18-3-1932 to proceed with a ballot for a general strike. This decision, as has already been explained in ^aprevious report of this Office, was taken as a protest against the retrenchment policy initiated by the Railway Board and the various railway administrations, with a view to meet the present economic crisis. The report of the Court of Inquiry into railway retrenchment set up by the Government of India (for summary of the Report vide pages 36-42 of the February 1932 report of this Office) proved unacceptable to the A.I.R.Federation.

In accordance with the resolution of 18-3-32 of the Council of Action, ballots were held by a few of the Unions affiliated to the A.I.R.F. On 6-5-32, a meeting of the General Council of the A.I.R.Federation was held at Calcutta to consider the results of ballot, and to define future policy in regard to the strike. According to a statement issued by Mr. Jammadas Mehta regarding the proceedings of the General Council meeting, the result of the

ballots so far held is that, out of the twelve affiliated Unions entitled to participate in the ballot, six have already declared in favour of a general strike. The six Unions in favour of the strike are: the Bombay Baroda and Central Indian Railway Union, the Bengal Nagpur Railway Union, the Eastern Bengal Railway Union, the Great Indian Peninsular Railway Union and the Madras and Southern Mahratta Railway Union.

On account of a dispute between two rival Unions in the North Western Railway, a proper ballot of the workers in this railway could not be taken. In the case of the National Union of Railwaymen, which is chiefly composed of anglo-Indians, its executive committee decided against a strike without taking a proper ballot of the workers. In order to enable a proper ballot to be taken in the above two Unions, as well as to enable certain other unions to take the ballot, the date for closing of the ballot has been extended to 15-6-32.

Explaining the justification for deciding on a general strike, Mr. Jammadas Mehta in the Statement issued by him says:

The ruthless retrenchment that has been carried out, coupled with short time and wage-cut, as also the threatened further retrenchment, has rendered the position of the workers extremely precarious, even after 45,000 of them have been thrown out of employment. The Murphy Court of Inquiry has proved a broken reed. The Railway Board and the Railway Administration are adamant. The Board are willing to borrow crores of rupees out of the depreciation fund to make up the deficit due to extravagance and waste, but to prevent the starvation of thousands of workers they would not borrow even three crores from that fund as suggested by the Federation. The public will appreciate that the Railwaymen's Federation has left no stone unturned to come to an amicable settlement and that if a strike has now become inevitable, the entire responsibility rests on those in authority.

(The Hindu, 10-5-32).

The attitude of the Government of India towards the general

strike is, according to a special representative of the Statesman in Simla, as follows:-

The Government's position in this dispute - if it is a dispute yet — is about as strong as it well can be. The Railways are still employing some thousands of men who were due to come under the axe last summer but were retained despite steadily falling receipts in a charitable rather than justifiable hope for improvement in trade conditions.

In the report of the Whitley Labour Commission neither Dewan Chaman Lall nor Mr. Joshi nor Mr. Cliff dissented from the view that when "Circumstances may arise necessitating a reduction of the staff employed in the various departments this is a matter of policy to be decided by the administrations and in our opinion must be differentiated from discharges connected with discipline or efficiency." They also agreed, incidentally, that "many of the recommendations and suggestions contained in this report must, if adopted, result in increased working costs unless economies are effected in other directions."

Nevertheless, in response to Labour opinion, the Government appointed an independent board of inquiry to investigate complaints consequent on retrenchment. The railwaymen's ostensible leaders eventually accepted the board. Its inquiry cost a good deal of money. The Government is already prepared to act on nearly all its recommendations and the Railway Unions now repudiate its findings. It may be that they hope by bluff and threats to repeat the advantage that they gained ~~there~~ thereby last year, but this time either their bluff must be called or the railways, it seems, must softly and silently fade away and leave no source of income whatever, either for the retrenched or for the retained. If there is a strike, of course, it will be interesting to hear whether the workers prefer that they themselves or the strikers should come under the heavier retrenchment.

(The Statesman, 17-5-32).

The Fifth half-yearly meeting of the A.I.R. Federation ^{with} and the Railway Board is to take place in June 1932, after which it is expected, a final decision regarding the declaration of a general strike will be taken. In view of the uncertainty connected with the strike situation, it has been decided to postpone the annual convention of the A.I.R. Federation to December 1932, and that, in the meantime, the existing Office-bearers should continue to hold office.

(The Hindu, 10-5-32).

Industrial OrganisationEmployers' OrganisationExecutive Committee of Federation of Indian Chambers;Report of Proceedings in 1931.

The Secretary, Federation of Indian Chambers of Commerce and Industry, has recently issued a report of the proceedings of the Executive Committee of the Federation during 1931. The following items of interest to the I.L.O. are extracted from the Report:-

Meetings of the Committee in 1931. - The Executive Committee of the Federation for the year 1931 held four meetings during the year under report, the first at Delhi on 9th April, 1931, the second *at* Calcutta on 30th May, the third and fourth *at* Bombay on 11th August and 10th October, 1931.

Representative of the Federation in Germany. - The question of appointing a Representative of the Federation in Berlin engaged the attention of the representatives of Member-Bodies at the Fourth Annual Session of the Federation, and it was decided to recommend to the Executive Committee to consider the scheme put forward by Mr. J.K.Mehta and, if they are satisfied regarding the details, they were authorised to spend a sum ~~of~~ not exceeding Rs.1500 during the next 12 months. The Committee accordingly appointed Mr. Chempakaraman Pillai as the Representative of the Federation in Germany. Mr. Pillai has opened his office at ~~Kr~~ Krausenstrasse 38-39, Berlin SW 19 (Germany). The report says that he is in weekly communication with the members of Member-Bodies of the Federation in connection with the various trade enquiries addressed to him by them.

Mr.D.S.Erulkar's Reports; Relations with I.L.O. - Mr. D.S. Erulkar submitted two Reports, one on the meeting of the Executive Committee of the International Organisation of Industrial Employers and another on the January Session of the Governing Body of the International Labour Office. The Committee referred these Reports to a Sub-Committee consisting of Messrs. D.P.Khaitan, Fakirjee Cowasjee, Kasturbhai Lalbhai, M.A.Master and J.K.Mehta, with a request to report on them in all their aspects, ~~as well as on the experience of the International Labour Organisation.~~ The Committee put on record their appreciation of the work done by Mr.Erulkar for representing them on the Executive Committee of the International Organisation of Industrial Employers and on the January Session of the Governing Body of the International Labour Office.

Permanent Representation at Geneva: Proposal Postponed. - The Sub-Committee considered the three proposals put forward by Mr. D. S. Erulkar in his two Reports, namely (a) for securing representation on the Executive Committee of the International Organisation of Industrial Employers; (b) for securing a seat on the Governing Body of the International Labour Office; (c) for appointing a full-time Indian with an office to represent the Federation either at Geneva or at Paris and to be in constant touch with the affairs of the International Labour Organisation and to be of use and assistance in guiding the Indian Employers' Delegations at General Conference.

With regard to the first two proposals, no action was, in the opinion of the Sub-Committee, necessary as the Federation secured a seat on the Governing Body of the International Organisation of Industrial Employers and as regards the second proposal, under the arrangement arrived at, at the XV Session of the International Labour Conference, India was given a permanent Deputy's seat and a Titulary seat for 1932-33 on the Governing Body of the International Labour Office.

With regard to the third proposal, the Committee thought that the consideration of this question should be held over, pending the settlement of the constitutional problems and in view of great financial commitments in respect thereof.

Protest Against Employment of non-National on I.L.O. Delegation.- The Committee authorised the Employers' Delegate to the 15th I.L. Conference, Mr. Walchand Hirachand, to lodge a protest with the Credentials Committee of the Labour Conference against the appointment of a non-national, Mr. E. S. Parltan, as an Advisor to the Employers' Delegate. The Committee considered the joint Report submitted by Mr. Walchand Hirachand and Mr. D. S. Erulkar in connection with the protest lodged by them against the nomination of a non-national, Mr. E. S. Parltan, on the Employers' Delegation to the XV session. The Committee thanked both Messrs. Walchand Hirachand and D. S. Erulkar for the work they did in connection with the lodging of the protest.

Preparatory Technical (Maritime) Conference. - At the instance of the Indian National Steamship Owners' Association, Bombay, the Committee addressed a communication to the Government of India with a view to secure nomination of representatives of the Federation to the Preparatory Technical (Maritime) Conference which was to be held in October, 1931. It was further agreed that in view of the difficulties that arose and the discussion that took place at the 13th Session of the International Labour Conference (Maritime) regarding nomination of non-Government Delegates and Advisors, the Federation should consult the Committee of the Indian National Steamship Owners' Association, Bombay for a panel of names for submission to the Member-Bodies for election of one person to be recommended to the Government as Indian Employers' delegate to the said Technical Conference. The names of Mr. M. A. Master of Messrs. Scindia Steam Navigation Coy. Limited, Bombay, and Mr. Kaikobad C. Dinshaw of Messrs. Cowasji Dinshaw and Bros., Bombay, were accordingly recommended for panel. Mr. M. A. Master was elected by the Member-

Bodies of the Federation for being nominated by the Government of India as Indian Employers' Delegate. The Government of India were approached to nominate Advisers to help the Employers and Labour Delegates in their work at the Conference. The Government of India, in view of the existing financial stringency, were unable to accept the proposal of the Federation to allow any Advisers to the non-Government Delegations. The Conference which was to open at Geneva on the 8th December, 1931, has been postponed indefinitely.

Organisation of Textile Section Postponed. - It was suggested that an attempt should be made to organise a Textile Section of the Federation which would look after, and speak with authority on behalf of, the Indian textile cotton industry as a whole. Accordingly letters were addressed to all "Indian" Mills on the Congress list - about 222 in number. The replies received from these were submitted to the Committee and the Committee decided that it was not desirable for the Federation at this stage to have a textile branch. The Committee, further, appointed a Sub-Committee of the following gentlemen with powers to co-opt to go further into the matter:- Lala Shri Ram; Mr.G.D.Birla; Mr.Lalji Naranji; Mr. Ambalal Sarabhai; and Mr.Kasturbhai Lalbhai.

Labour Legislation. - At the instance of certain Member-Bodies, the Committee of the Federation considered the question whether Labour Legislation should be treated as a federal subject or a central one in the future constitution of the country. The majority view of the Committee was that ~~the~~ labour legislation should be treated as a federal subject but the provincial Governments specially interested in particular industries should have some latitude to pass legislation concerning those industries, but not inconsistent with the legislation of the federal Government.

Industrial Organisation.Workers' Organisation.The 8th Travancore Labour Conference, Alleppey, 1932.

The 8th annual conference of the Travancore Labour Association was held at Alleppey on 8 and 9-5-1932 with Mr. K.K. Kuruvilla, M.A., B.D., Headmaster, Mar Thoma English High School, Kottayam, in the chair. The conference was attended by about 8,000 labourers. As Travancore, along with Hyderabad, Mysore, Gwalior, and Baroda, ranks among the few Indian States which have registered a considerable measure of advance in industrial matters and have organised labour activities, a short account of the proceedings of the Conference is given below:-

The Conference commenced with a literary competition organised with the object of creating among labourers an interest in education. Contests were held in elocution, reading, dictation, lecturing, writing and recitation under the supervision of an examination board.

In the course of his presidential address, Mr. K.K. Kuruvilla said that eight years had elapsed since the Travancore Labour Association had been started, in the course of which it had to encounter various ~~and~~ obstacles which deserved careful consideration. The antagonism of some of the capitalists, the lethargy of the labourers and the scarcity of money would all have created some depression in the minds of the promoters, but by dint of patience and perseverance they had weathered ~~the~~ the storm and established the Association on a sound basis. Speaking about the Whitley Commission Report he said that it was a pity that the Indian States did not come under its scope. The Commission's recommendations were well worthy of note. It was a custom at present that labourers in India had to work for 60 hours a week. He opined that the labourer was not to work for more than 48 hours per week.

Proceeding, he said, that there were not many laws in Travancore affecting labourers or labour problems. It was highly necessary that members should be returned to the Legislative Council to get laws brought into effect in Travancore aiming at the welfare of the labourers. Without depending on the nominations to the Council by Government, the labourers should set up their own candidates from some of the constituencies for election. Instead of one ~~diffusant~~ organisation, they must have unions for different sections in different places, and there must be a combination of such unions into one Travancore Federal Union to work jointly in public matters. He further said that it was advisable that this Federation of Travancore Labour Unions should be affiliated to the All-India Trade Union Federation which, notwithstanding the split in ~~labour~~ labour ranks that occurred in 1929, was a powerful body and was doing valuable work for the ensurance of Indian labour interests by active participation in the proceedings of the International Labour Conference.

The following is a summary of the more important resolutions passed at the Conference:- One resolution requested the Government of Travancore to amend the present constitution of the Travancore Legislative Council and extend adult franchise (to both sexes) and till that time to allow special representation to labourers. The Conference also requested the Government to introduce the necessary ~~xx~~ legislation in the constitution of the Sri Mulam Popular Assembly, the Municipal Councils, Panchayat Courts and other representative institutions so as to allow adequate representation to labour interests. Another resolution requested the Government to revoke the Factory Regulation now in force in Travancore and introduce factory legislation as in vogue in British India, but based on the Whitley Commission Report.

(The Hindu, 12-5-1932).

Trade Union Unity Committee's Report:

Amended Platform of Unity.

At pages 25-27 of the Report of this Office for April 1932 was given a summary of the Report of the Trade Union Unity Committee presided over by Mr. Jamnadas M.Mehta. As the summary, which was taken from a newspaper report published in the Hindu of 30-4-32, is not sufficiently detailed, below is given a fuller summary taken from the Report, a copy of which has been subsequently received in this Office.(A copy of the Report was forwarded to Geneva with this Office's minute No. D.1/1482/32 dated 9th June 1932).

The Trade Union Unity Committee was appointed by a representative conference held in Bombay ^{in 1931.} The report is signed by Messrs Jamnadas M.Mehta, V.V.Giri, S.C.Joshi and Syed Munawar. Messrs. B. Shiva Rao and C. Sambashivarao have attached separate minutes of dissent. The separate minutes of Dr.G.V.Chitnis and Mr. V.V.Sastri are not included in the report, as they have not been received in time for publication.

Referring to the situation that developed after the Nagpur split of 1929, the report says:-

The split at Nagpur has kept Indian workers divided into rival camps and seriously interfered with healthy trade union activities. The All India Trade Union Congress lost the allegiance of a substantial section of its adherents as a result of the 1929 split and the further split at its Calcutta session in July last has completed the debacle; a separate organisation by the name of the All India Trade Union Federation came into existence immediately after Nagpur, while the largest and the most powerful Trade Union organisation, viz. the All India Railwaymen's Federation to which all Railway Unions are affiliated has maintained a position of detachment from both these rival Central Bodies. Besides, there are several provincial and local labour unions, which are unattached to any central organisation of labour. Unfortunately there are some unions based on race and religion and have no wider sympathies outside their parochial groups. There is thus no central organisation of Indian labour commanding the allegiance

of all the Unions and it is not possible even after patient and genuine work to bring such a body into existence. In the first place, some unions like the Postal Union are not allowed to affiliate to any labour organisation. Others are only mushroom growths, springing up and going down with equal suddenness. Some unions are still in a condition of great backwardness; while others have hardly anything to their credit, except a feverish activity when the annual nominations to the Geneva Conference are to be made or except when some Official Committee or Commission is about to be appointed.

After eliminating unions of the aforesaid description, the Report divides the remaining sections of Indian labour into three main categories - the Communist ^{group,} the Liberal group, represented by the All India Trade Union Federation, and the rest, in which is grouped the All India Trade Union Congress, the All India Railwaymen's Federation and scores of other Unions which are attached to no central labour organisation.

According to the Report, the possibility of these three groups functioning as one body is extremely remote. After surveying the distinguishing characteristics of the three groups, the Report arrives at the following conclusions:- (1) It is practicable to formulate a scheme whereby the large majority of workers could be brought under one central body (2) The name of this central organisation, for ensuring continuity, should be the All India Trade Union Congress. (3) For ensuring unity, a Platform of Unity should be chalked out. (4) In this platform two main points should be recognised, namely (a) that a Trade Union is an organ of class struggle (b) that collective bargaining is an integral part of trade unionism.

The following are the clauses in the Platform of Unity as amended by the Trade Union Unity Committee:-

Platform of Unity

(As amended by the Trade Union Unity Committee).

I. A trade union is an organ of class struggle; its basic task therefore is to organize the workers for advancing and defending their rights and interests; and although labour and capital cannot be reconciled in the capitalistic system, collective bargaining is the necessary implication of a Trade Union and in the transitional period to Socialism, negotiations, representations and other methods of collective bargaining must remain an integral part of Trade Union activities.

II. The Indian Trade Union movement shall support and actually participate in the struggle for India's political freedom from the point of view of the working classes. This would mean the establishment of a socialist state and during the interval, socialization and nationalization of all means of production and distribution as far as possible.

III. The Indian Trade Union Congress stands for:-

- (I) Freedom of Press,
- (II) Freedom of Speech,
- (III) Freedom of Assembly and
- (IV) Freedom of Organisation.

IV. The immediate demands of all the Trade Unions shall be:-

1. A statutory enactment providing six hours working day.
2. Minimum wages guaranteeing all workers an irreducible standard to be fixed after investigation.
3. Weekly payment of wages wherever the workers demand it.
4. Equal wages for equal labour without racial or sex discrimination.
5. One months leave a year with full pay.
6. Unemployment, sickness, old age and maternity insurance at the expense of the employers.
7. Better housing and working conditions for all workers. Compulsory housing accommodation for employees of State and Public Bodies, rent not to exceed 10 per cent of the wages.
8. Formation of elective workers' committees in factories, workshops, business houses and all other places where collective work is performed with a view to control the conditions of work inside those places.
9. Abolition of the employment of children under 14 years of age.
10. Abolition of the employment of women for six weeks preceding and six weeks after child-birth.

11. Abolition of all other systems of recruiting labour except through Trade Unions. Abolition of the system of indentured labour as in the plantations.
12. Abolition of fines imposed by the employers, be they private individuals or Government.
13. Abolition of the employers' control over the Provident Fund of the employees.

V. In order to realise the ideal and the immediate demands as stated above, it is essential to have a central organization through which energetic, ceaseless and well co-ordinated propoganda could be carried on by means of mass meetings, negotiations, demonstrations and, in the last resort strikes. But in order that this programme can become effective the internal organization of the Trade Unions should be made as perfect as possible.

VI. The Trade Union Congress should consider whether an experiment should not be made for three years or more by affiliating the Congress to the International Federation of Trade Unions at Amsterdam; the final decision to be reached in the light of the result achieved.

VII. No representative of the Trade Union should accept nominated seats in the Central or Provincial Legislatures nor serve on any official committee or commission except when such nomination is in pursuance of a prior election by the Trade Union Congress or a subsequent ratification by its Executive.

VIII. The Trade Union Congress should send delegates to the International Labour Conference held under the auspices of the League of Nations, such delegates to be elected by the All India Trade Union Congress.

Dissenting Minute of Mr.B.Shiva Rao, - The following are

the principal points in Mr.Shiva Rao's dissenting minute:-

(1) The Report suggests that the Nagpur split was not occasioned by any sufficient reason. Mr. Shiva Rao does not agree with this view-point and maintains that a split was inevitable owing to the difficulty of working with the communist/in the A.I.T.U.C. elements

(2) Mr. Shiva Rao is of opinion that the insinuations made against the A.I.T.U.Federation in the Report are offensive in taste and detract from the dignity of the Report.

(3) Mr. Rao thinks that the immediate demands of Indian labour,

as defined in paragraph iv of the Platform of Unity, are mere paper demands and that they do not accord with his sense of realism.

(4) Mr. Rao is against the definition of a Trade Union as "an organ of class struggle" and believes that there are many lines of activity along which co-operation between employers and workers is both practicable and desirable.

Dissenting Minute of Mr. Sambasiva Rao. - Mr. Sambasiva Rao's dissenting minute agrees on the whole with that of Mr. Shiva Rao, as the principal point brought out in it is opposition to the definition of a Trade Union as "an organ of class struggle".

Trade Union Unity Conference:

Postponed from 24-6-32 to 14-7-32.

The following notification issued from Poona by the General Secretary of the All India Railwaymen's Federation, regarding the postponement of the Trade Union Unity Conference scheduled to meet in Bombay on 23-6-32 is published in the "Sunday Advocate", Bombay, dated 19-6-32:-

Owing to the disturbed conditions in Bombay and on representations from various trade unions and workers in different parts of India, the Trade Union Unity Conference advertised to meet at Bombay on the 23rd and 24th of June is postponed. The Unity Conference now meets at Madras on the 14th and 15th July. All Unions are requested to send their representatives without fail. The time and place of the session at Madras will be announced later.

Intellectual Workers.

Better Service Conditions for Teachers;

Demand of Madras Provincial Educational Conference.

The 24th session of the Madras Provincial Educational Conference which was held at Madura from 12 to 14-5-1932 passed two resolutions relating to the service conditions of teachers in aided schools in the Presidency. The following is the text of the first resolution regarding the salary scales of teachers:

In pursuance of the reports of the Standardization and Vigilance Committees, this Conference (a) declares that the conditions of service in aided schools are unsatisfactory and that the contract in practice produces more hardship to the teachers than before and therefore resolves that the acceptance of the following standard scales of salaries for teachers (vide scales below) and the adoption of leave rules similar to those for the vacation departments of Government be made a condition of recognition and (b) authorises the Working Committee of the South Indian Teachers' Union to frame a bill for the regulation of service conditions of teachers in aided schools to be presented at an early session of the Legislative Council

Headmaster - Licensed Teachers' grade plus Rs.40 allowance;
 Licensed Teachers - Rs.75-5-150; secondary grade Inter. and F.A. -
 Rs. 60-3-105; Matric or S.S.L.C. - Rs. 50-3-95; Qualified Pandits -
 Rs. 50-3-95; drill and drawing instructors - Rs. 40-3-85; Manual
 Training and Commercial Instructors - Rs. 45-3-95; ~~Higher grade~~ and
 clerks - Rs. 35-3-80.

The second resolution passed by the Conference related to the contract system of engagement of teachers in schools. The following is the text of the resolution:

(a) in view of the fact that the model agreement imposed by G.O.180. Education dated 6-2-30 is not bilateral in spirit and is vague, arbitrary and injurious to the cause of the teachers' tenure of service; in view also of Government's irresponsiveness to the demands of the South Indian Teachers' Union for unification of the Teaching Service by the framing of a definite service code and for the establishment of ad hoc Arbitration Boards; this Conference, while retaining its opinion that the contract idea is not in keeping with the dignity of the Teaching Service and that the S.I.T.U. solution alone is sound and practicable, urges upon the Government the immediate need for amending the contract on the following lines:

1. The contract should be the same for all schools and not to vary from school to school.

2. The scales of salaries should be defined as in the resolution (given above) of this Conference.

3. The leave rules should be similar to those for the vacation departments of Government.

4. Termination of service must be normally only after 30 years of service or for physical incapacity or proved inefficiency or gross unprofessional conduct proved by a judicial enquiry or by mutual consent of parties with 3 months' notice on either side at the end of the school year.

5. In the event of termination due to breach of contract by either side, the aggrieved party shall have the right of appeal to a judicial tribunal constituted by Government for the purpose, whose decisions must be binding on both parties to the Contract.

(b) This Conference requests the Government to immediately constitute an ad hoc Arbitration Board for each district, consisting of representatives of Government, of Managements and the Teachers' Guild and to make its decisions binding upon the parties concerned.

(The Hindu, 16-5-32).

not to have anything to do with the Co-operative Department.

Conclusion. - In spite of all the disabilities the ryot generally labours under, he is depicted by the Special Officer as an irrepressible optimist. he says: "The spirit of contentment and the cheerful outlook on life they possess is a matter for ~~envy~~ envy: when discussing the general needs of the village an old ryot calmly observed, 'when we have no difficulties what have we got to say to you?' ".

(The Statesman, 22-5-32).

(Attention is also directed in this connection to a report on the agricultural indebtedness in Hyderabad State, which was reviewed at pages 51-52 of the report of this Office for February 1932.)

Japanese Competition in Piece-goods:

Indian Cotton Interests Resent 'Dumping'

At pages 54 to 57 of the report of this Office for March 1932 reference was made to the decision of the Government of India to refer the question of continuing the protection given to the textile industry to the Tariff Board, and to the attitude of the Bombay millowners, who are of opinion that, in view of the serious Japanese competition in the piece-goods trade, the protective tariff ~~on cotton~~ on cotton should be maintained at the present level. The extraordinary low prices at which Japan has been able to sell her piece-goods in Indian markets during the last two or three months have been causing grave anxiety in the minds of millowners

both in Bombay and Ahmedabad.

According to an Associated Press report published in the Hindu of 5-5-32, Japan has so perfected her industrial capacity that she is able to sell certain types of goods at considerably lower rates than Indian mills whose cost of production of that type of goods itself will be higher than the ~~the~~ prices at which Japan offers her goods for sale after paying increased import duties and leaving a five per cent margin. Similarly, ~~English~~ Japanese goods are sold cheaper than English or any other country's goods with the result that the Indian market is practically dumped with Japanese goods.

The anxiety of the millowners has been increased by a report received in Bombay stating that a particular Japanese firm has booked 75,000 bales of cloth for an up-country merchant at a price which defies all competition. The millowners regard this as the first step in ^{a scheme for} "dumping the Indian market" ~~scheme~~, which Japan has been planning for some time past. The Millowners' Association of Bombay is busily engaged in collecting all such data for preparing the case which they will have to present to the Tariff Board. The Bombay cotton industry will not only urge upon the Tariff Board the necessity for continuing the existing protective duties, but will also in all probability ask for special measures to check Japanese 'dumping' in the Indian market.

The consensus of opinion among Bombay industrialists is that special measures are needed to effectively put an end to the abnormal import of cotton cloth and yarn from Japan into India.

(The Hindu, 5-5-1932).

Jute Crisis in Bengal: Intervention by Government.

At pages 44-45 of the report of this Office for April 1932 reference was made to the jute crisis with which Bengal was threatened owing to overproduction and the secession of certain mills from the agreement with regard to the introduction of reduced working hours. The situation that has developed in the industry is summed up thus by the Times of India of 3-5-1932:-

The secessionists consist of three Indian-owned and Indian-managed jute mills, which were formerly members of the Indian Jute Mills Association. They are small concerns and their total combined loom power is not more than 2,500. It will be seen, therefore, that they are small fry and the fact that they have been working double shifts and an 108 hour week has made really very little difference to the total output of the industry.

Their importance at the present juncture, is, however, psychological rather than material, for the example they have set has created a certain amount of not unnatural envy in the breasts of other small mill-owners, both Indian and European, who see that if they scrapped the working agreement and went in for capacity production they might, and probably would, make substantial profits for a short period.

They, therefore, threaten that unless the recalcitrant mill managers are brought back into the Association they too will secede and make what extra money they can whilst the going is good. Others of the wealthier and bigger concerns are in favour of abandoning the working agreement and by reversion to a policy of "laissez faire", and all that involves, teaching the small newcomers to the industry a lesson which they feel is long overdue. (The Times of India, 3-5-1932).

The Times of India of 7-5-1932 reported the break-down of the negotiations for a settlement. The paper furnishes the following details about the terms ~~as~~ proposed for the settlement:-

"The talks between the President of the Association on the one hand and the representative of the three outside mills centred in the last stages on the nature and extent of the facilities to be accorded to the new mills in view of the lesser reserves and greater handicaps of the latter. It was suggested from the side of the Association that the new mills would not have to seal 15 per cent of their looms and could work longer hours, that is, nearly 40 per cent more than is the case with the others. In offering such terms the Association had to counter the opposition from some of its own members who also could put forward convincing cases about their own special handicaps and their claim to special facilities. Opposition of this kind was overcome only because the Association as a body and the jute trade as a whole were convinced that no needless obstacle should be placed in the way of a compromise between the Association and the Non-Association

Mills. The negotiations finally broke down as one of the mills stated definitely that it was not prepared to sign any arrangement.

After the break-down of the negotiations, an informal conference of businessmen interested in the jute industry was held at Government House, Calcutta, on ~~10-5-1932~~ 10-5-1932, when Sir John Anderson, the Governor of Bengal was present, as a result of which an agreement was reached whereby the jute mills which are not members of the Association have agreed to work for one year on the terms offered by the Indian Jute Mills Association, namely, 54 hours a week. (The Statesman, 11-5-1932).

The agreement, however, did not lead to a final settlement and further negotiations were, therefore, necessitated. On 18-5-1932 the Bengal Government issued the following communique with regard to the jute crisis:-

"In connection with the dispute of the Jute Mill industry His Excellency the Governor met representatives of the Chambers of Commerce and Jute Mills again this morning. Certain modifications in the proposals for settlement drawn up at the last meeting were considered and the basis on which it is hoped an agreement will be reached was formulated". (The Hindu, 18-5-1932).

A Bill for Regulation of Money Lending, Madras Presidency.

The following is the statement of objects and reasons of a Bill for the regulation of money lending for the introduction ^{of which} in the Madras Legislative Council ~~of which~~ notice ~~is~~ has been given by Mr. C. Basudev, M.L.C:

The business of money lending with which is often associated the sale of jewels and articles of common use as carried on by certain classes of money lenders is very unsatisfactory and places the debtors who are largely drawn from the middle and working classes at the mercy of the money lenders. The need, ignorance, and illiteracy of the debtors are being exploited by certain classes of money lenders to unconscionable degrees. Certain classes of money lenders, as a rule, never give receipts for the money they receive from the debtors and they keep their accounts in a language and in a form which none but themselves can decipher or understand. Again, the interest charged is exorbitantly high and it is time a reasonable maximum is fixed.

The aim of the Bill, therefore, is to fix a reasonable maximum rate of interest to provide for good ~~and~~ and safe conduct of the business of certain kinds of money lending and "to secure as between certain classes of money lenders and debtors an improved system of keeping accounts which will give to the latter a means of ascertaining periodically how their accounts stand and how they are composed". At the same time the Bill is cautious enough not to unnecessarily harass the lender and constrict the ~~loan~~ facilities for credit. Also, by excepting certain classes of loans, it expressly avoids interference with accounts connected with Trade and Commerce. The penalties for non-compliance with the provisions of the Bill are not hard, but reasonable, and just sufficient to meet the requirements of the case.

This Bill is practically the same as the Punjab Regulation of Accounts Act of 1930, with a few necessary modifications to suit local conditions.

(The Hindu, 24-5-1932).

A Scheme for Marketing Products of Cottage Industries
in Travancore State.

According to a Correspondent of the Times of India, a scheme for encouraging cottage industries and their small producers in Travancore has been formulated by the State Director of Industries.

There are over ~~30~~ 60 purely vocational schools in the State, but it is found that the students trained in these institutions do not

generally take to industrial pursuits in their after-life, chiefly owing to difficulties in the matter of marketing their products profitably.

The scheme contemplates the opening of a Central Sale Depot at Trivandrum ~~with~~ with branch depots at suitable centres, which will utilise to their fullest possibilities modern advertising methods. It is also intended that the scheme is to be worked in co-operation with other States, such as Mysore and Hyderabad.

(The Times of India, 27-5-1932)

Depression in Travancore Rubber Industry.

The following information about the depressed conditions prevailing in the Travancore rubber industry is taken from the recently published report of the Economic Depression Enquiry Committee appointed by the Travancore State. (A copy of the Report has been forwarded to Geneva with this Office's minute dated 23rd June 1932).

Area under Cultivation. - The area under rubber cultivation is estimated at 61,986 acres. Though no reliable information is available as to the acreage and investment that can be attributed to Travancoreans and outsiders, it is estimated that about 17,000 acres belong to Travancoreans whose investment in cash is not less than Rs. 3.5 millions.

Rubber Export Figures. - The statistics of the export of rubber from 1925-26 to 1930-31 are given below:-

Year.	<u>Quantity.</u> lbs.	<u>Value</u> Rs.
1925-26	627,932	11,129,992

Year	Quantity. lbs.	Value Rs.
1926-27	7,656,306	9,070,631
1927-28	7,779,844	8,313,903
1928-29	9,291,799	5,834,344
1929-30	10,185,818	5,121,879
1930-31	9,665,452	3,494,453

Average Yield. - The average yield is estimated to be from 150 to 350 lb. per acre, as compared with 950 lb. in Java and the Dutch East Indies where scientific methods are extensively adopted. There has been a surprisingly large increase of rubber output in Travancore in recent years, the export being about ten million lb. during 1929, 1930 and 1931 while it was 627,932 lb. in 1925-26.

Reasons for increased Production. - This large increase, according to the report, was due to the adoption of scientific methods by the large planters, the yield rising from the Travancore average of 250 lb. to over 500 lb. per acre. Secondly, in the years 1925 to 1927, the price of rubber was about one rupee per lb. and it served as a great incentive to bring additional areas under rubber. Thirdly, on account of the low price in 1929 strenuous efforts were made towards reducing the cost of production and increasing the output per acre. Tapping was, therefore, conducted in a very intensive manner so as to obtain very high crops. The present price of rubber is, according to all estimates, far below the cost of production.

Plight of Small Farmers. - As a rule the small planters are heavily indebted or otherwise embarrassed. Having no reserves and no credit, they find it difficult to undertake even the minimum expenditure that is necessary to maintain their estates without allowing them to go into neglect. The present condition of rubber planters in general, is that in most cases, ordinary upkeep of the estates without tapping is less expensive than the loss on the manufacture of rubber. The main factor operating against Travancore rubber planters is that it is impossible to produce rubber at the present prices so as to leave even the bare minimum of profits.

No Prospects of Immediate Revival. - The gist of the evidence placed before the Committee is that the small planters can run their estates without loss if they can obtain a price of 3½ to 4 annas per lb. The small planter can produce more cheaply than the large planter; but the latter has the advantage of better quality and better price. The opinion of the committee is that there are no difficulties peculiar to the small planter as such and those that do exist are largely of his own making. Both large and small planters have invested in rubber beyond their capacity. The general trend of evidence shows that there is no immediate prospect of this industry regaining its former position.

H.H.K.

Employment & Unemployment.

Unemployment in Kashmir; Starting of Relief Test Public Works.

The Government of Kashmir have sanctioned the opening of unemployment relief works in Srinagar and have selected for the purpose one of the projects outlined in a recent State report on flood relief works in Kashmir State. The rate of wages in the proposed unemployment relief test works will, according to a press communiqué issued by the Publicity Officer, Kashmir State, be two-thirds of the rates prevailing in the Kashmir Public Works Department. The work, which has been sanctioned, is ^{the} construction of a cut from the vicinity of the seventh bridge to Anchar Lake. This work will be started at the earliest possible moment, and plans and estimates are already before the Government. (The Statesman, 28-5-32).

Unemployment in Travancore:

State Committee Advocates Starting of Public Works.

On 18th April 1931, the Government of Travancore appointed, in response to demands made in the Travancore Legislative Council and in public memorials, an Economic Depression Enquiry Committee, the terms of reference [&] which were "to investigate and report upon the extent and causes of the present depression so far as it affects Travancore, and to propose measures that might be adopted to meet the situation". The Committee which was presided over by Dr. N. Kanjan Pillai, M.A., B.Sc., Ph.D., submitted its report on ^{the} 30th September 1931, with dissenting minutes from 5 members out of 11 members ^{constituting} ~~consisting~~ the Committee. As one of the main results of the economic depression in Travancore was ^a phenomenal increase of unemployment,

the Committee in the course of its investigations directed attention to the measures that are to be taken for the relief of unemployment and, in this connection, the starting of public utility works with a view to provide employment for the numbers of workless people in the State engaged the attention of the Committee. The following questions under the head of Public Utility Works were included in the Questionnaire issued by the Committee.

1. Do you think that if Government undertook a regular scheme of public works, some relief would be afforded to the people in general?

2. It has been suggested that such works should be confined to rural areas, so as to benefit agricultural classes. Do you accept this suggestion?

3. Mention some schemes that, in your opinion, would be conducive towards the promotion of general prosperity in the country.

Below are given the principal references in the report of the Committee to the starting of public works as a remedy for unemployment:

"We have already pointed out that the disbandment of coolies from estates and the necessity forced upon the agriculturists by the present depression to postpone many items of work which they would have otherwise undertaken in normal times, have contributed to the increase of unemployment in the country. If conditions do not change - there is no sign yet of any appreciable change for the better - the problem of unemployment is bound to become more and more acute. The only remedy that has been suggested by several of our witnesses for the mitigation of this serious evil, at least temporarily during the depression, is that Government should carry out a large number of public works distributed throughout the State. The Rev. Rao Bahadur John Kuriyan pressed this point strongly in his memorandum and in his oral evidence, and so did many other witnesses also. We know that the Government are fully aware of the seriousness of the situation and of the necessity of providing work for the unemployed as far as possible. The railway extension and the water works in the capital, two big schemes involving an expenditure of several lakhs of rupees, are being pushed through by Government with all possible expeditiousness, even in this time of great financial stringency. Besides, they have also provided funds in the budget for the current year for the construction of bridges at Neriya Mangalam and Thottapalli, and we have no doubt that these works will be taken in hand with the least possible delay. Such large works confined to two or three centres cannot possibly benefit the large body of unemployed found throughout the State. With a view to distribute the benefit over as large an area as possible we may be permitted to make a

suggestion. We understand that the Irrigation Committee have already submitted their Report, and we daresay they must have recommended the earmarking of an annual allotment for the repair and improvement of irrigation tanks. There is already a provision of Rs. 200,000 for this purpose in the budget for 1931-32. Our suggestion is that Government should take immediate steps for spending this amount, and any further amount that they find convenient to provide for the current year, distributed according to necessity in different parts of the country. This will provide work for the unemployed in different places and at the same time enable the paddy cultivators to increase the outturn of their crop and their net income."

In the dissenting minute appended by Mr. Thariathu Kunjithomman, a member of the Committee, the following reference is made to the advisability of starting public works as a remedy for unemployment, particular emphasis being placed on public works designed for the development of rural communications as the most profitable form of activity in this sphere as far as Travancore State is concerned:-

"More money should be allotted for the construction of roads and bridges in the rural parts of every taluk and such works should be taken in hand immediately. With the closing of work on the rubber estates and the reduction of labour force and wage rates on the tea estates, the great majority of the labourers in central and north Travancore have been turned out of employment. The decline of the lemon-grass cultivation and the fall in the price of ginger have deprived many people of work and the means of livelihood. Relief from the distress caused by the low prices of agricultural produce has to be obtained by reducing the cost of cultivation as much as by reducing the export duties and, therefore too, plenty of roads and bridges should be constructed in the rural areas, as early as possible. Numerous roads and bridges are necessary in the interior parts of the country for the conveyance of green leaf and other kinds of manure as well as for the transport of ~~raw~~ produce. The need for such works has been repeatedly represented in the Sri Mulam Popular Assembly by the members of the taluks concerned. In Trivandrum where the number of Government officers is greater than in other parts of the country, the present depression is not so keenly felt. The carrying out of costly schemes like the Trivandrum Water Works and Railway Extension does not prove to be of use towards relieving the distress of the labourers and the agriculturists in the rural parts of the country. The reduction of allotments for public works in the rural areas has resulted in acute distress in the present period of economic depression."

(Extracted from the Report of the Economic Depression Enquiry Committee, Travancore, Printed by the Superintendent, Government Press, Trivandrum).

Public Health.Vital Statistics for India for 1929*

The chief statistical facts relating to the public health of British India in 1929 are set out below; (1) The birth rate rose from 34.77 per mille in 1926 to 35.27 in 1927; to 36.78 in 1928; and fell to 35.47 in 1929. (2) The death rate rose from 24.89 per mille in 1927 to 25.59 per mille in 1928; and to 25.95 in 1929. (3) The infantile death rate (i.e., the death rate of infants under one year per 1,000 born) fell from 189 in 1926 to 167 in 1927; rose to 173 in 1928; and to 178.39 in 1929.

These figures can be best appreciated by consulting the following table, where the rates for British India can be compared with those of certain other countries.

Country	Birth rate per mille.	Death rate per mille.	Infantile death rate per 1,000 births (of infants under one year).
India	35.5	25.9	178
England and Wales	16.3	13.4	74
Scotland	19.02	14.5	87
New Zealand	19.0	8.8	34
United States of America (Registration Area)	18.9	11.9	68
Australia	20.3	9.6	51
Canada	24.0	11.6	92
Union of South Africa (White)	26.2	9.5	64
Federated Malay States	34.7	26.4	178
Egypt	43.7	27.3	159
Palestine	51.2	26.5	187

Births (British India) - Live births numbered 8,565,341 (4,445,943 males and 4,119,398 females) or 317,222 less than the figure for 1928; the birth rate was 35.47 per mille against 36.78 in 1928 and 34.98 the quinquennial mean. The birth rate for males was 18.4 and for females 17.6. As compared with the rate of birth

* Annual Report of the Public Health Commissioner with the Government of India for 1929- Volume I with appendices - Calcutta: Government of India Central Publication Branch 1932 - Price - Rs. 3-10-0 or 6s.3d. - pp.472

in England and Wales and the Dominions, the Indian birth rate, according to the report, though much lower than it was in pre-war years is, however, still very high.

The highest birth rate was recorded in Delhi province, viz., 47.89 and the lowest in Coorg (22.12). The most noticeable decrease occurred in United Provinces (-3.91), Bihar and Orissa (-2.7) and Central Provinces (-2.55). Except in Bihar and Orissa, United Provinces and Central Provinces the quinquennial average was exceeded in all the provinces.

Birth ratios exceeded death ratios in all the provinces except Coorg where the death rate was in excess of the birth rate by 1.62. The largest increases in the birth rate occurred in Punjab (15.75), Madras (12.63), Assam (11.86), Delhi (11.10), and United Provinces (10.07).

Deaths (British India). - Deaths numbered 6,267,391, males being 3,255,402 and females 3,011,989, as compared with 6,180,114 in 1928 — an increase of 87,277. Registered births exceeded deaths by 2,297,950. Coorg excepted, all the provinces contributed to the increase. The death rate was 25.95 per mille as against 25.59 in 1928 and a quinquennial mean of 26.09. The rates varied between 20.91 per mille (the lowest) in Assam and 36.79 per mille (the highest) in Delhi Province. The other Provinces recording increases as compared with the previous year were North-West Frontier Province (+4.4), Ajmer-Merwara (~~xx~~ +4.12), Punjab (+4.03), Bombay (+3.25), Bihar and Orissa (+1.6), Burma (+.78), Central Provinces (+.47), and United Provinces (+.11), while Coorg recorded a decrease of 7.47 per mille, Bengal of 2.0, Assam of 1.25 and Madras of 1.1. The urban death rate was 31.39 against 30.06 and the rural rate was 25.41 against 25.15 in 1928. The rural rates exceeded the urban in Bihar and Orissa, and Assam, while the urban rates were in excess of the rural in Coorg by 24.17, in United Provinces by 20.12, in Burma by 17.57, in Delhi by 14.57, in North-West Frontier Province by 12.38, in Madras by 4.42, in Central Provinces by 3.72, in Punjab by 3.03, and in Bombay by .33.

Infant Mortality (under one year). - 1,528,026 deaths, or 24 per cent of the total mortality, occurred during the first year of life against 1,536,186 or 25 per cent in 1928. In England and Wales the corresponding figures for 1928 and 1929 were 9.3 and 9.0 per cent respectively. The death rate for India, per 1,000 live births, viz., 178.39, which has increased by 5.65 per mille in 1929 is $2\frac{1}{2}$ times that for England and Wales, five times that for New Zealand, $3\frac{1}{2}$ times that for Australia, nearly double of that for Canada, and about three times that for the Union of South Africa. This points to the difficulties which the infant welfare organisations working in the different provinces have to surmount and to the necessity of augmenting those organisations.

The infant mortality rate among males was 185.46 and among females 169.49 per 1,000 births as against 150.93 and 164.32, respectively in 1928. Central Provinces recorded the highest infantile death rate, viz., 240 — attributed to poverty, ignorance,

overcrowding and bad housing conditions; the next in order being Ajmer-Merwara, Coorg, Burma, Delhi, Bombay, Punjab, Madras, United Provinces, North-West Frontier Province, Assam, and Bihar and Orissa (135 the lowest).

Industrial Health and Hygiene : - (1) Jharia Mines Board of Health. - In the colliery population of 126,000, 1,554 births (12.3 per mille) and 1,435 deaths (11.5 per mille) were recorded as against 2,128 (16.9 per mille) and 1,529 (12.1 per mille) in 1928. Influenza with 1,974 cases (2,180 in 1928), small-pox with 451 (744 in 1928), and cholera with 208 (132 in 1928), were the chief causes of sickness, and cholera with 79 deaths (36 in 1928), influenza with 46 (55 in 1928) and small-pox with 6 (24 in 1928) the chief causes of mortality. In the whole area comprising a population of 453,948, there were 599 deaths from cholera (1.3 per mille) and 64 from small-pox (.1 per mille).

(2) Asansol Mines Board of Health. - The following table gives a few particulars regarding vital occurrences in this settlement:-

	<u>1928</u>	<u>1929.</u>
Births	9,225	8,934
Infant deaths	1,283	1,296
Death rate per mille of births	139	145
Total deaths	6,896	7,644
Cholera	292	518
Small-pox	13	42
Fevers	1,151	1,351
Dysentery and Diarrhoea	310	190
Plague	1	---
Influenza	4	2
Respiratory diseases	1,581	1,425
Snake bite	25	20
Other causes.	3,519	4,096

(The Vital Statistics for India for 1927 are summarised at pages 67 - 70 of the February 1930 report and ~~that~~ for 1928 at pages 76-80 of the May 1931 report of this Office).

Co-operation.Progress of Co-operation in the Bombay Presidency* - 1930-31

The following information regarding the progress of co-operation in the Bombay Presidency during 1930-31 is taken from the annual report on the working of Co-operative Societies in the Presidency (including Sind) for the twelve months ending 31-3-1931. The following were the main lines of co-operative activity in the Presidency during the year under review:-

Number of Societies.- The total number of co-operative societies increased during the year under review from 5,734 in the previous year to 5,896 during the year under review, while the total membership rose from 575,616 to 585,869. The year also registered an increase in the total working capital and reserve fund of these societies from Rs. 128,138,592 and Rs. 9,380,151 to Rs. 139,099,530 and Rs. 10,491,393 respectively. The 5,896 societies working during 1930-31 were made up as follows:- Central Banks - 20 (members 13,450); Agricultural Societies - 4,889 (members 339,202); Non-Agricultural Societies - 878 (members 233,217); Unions 101 and Insurance Societies 3. The increase is mainly in the number of Agricultural and Non-Agricultural Societies. In the case of the former, while the membership has decreased by over 4,000, the working capital has increased by nearly Rs. 4 millions, and the Reserve Fund by a little less than Rs. 0.7 millions. Similarly, in the case of Non-Agricultural Societies, as against an increase of over Rs. 5 millions in the Working Capital, the Reserve Fund has increased by about Rs. 275,000.

* Annual Report on the Working of Co-operative Societies in the Bombay Presidency (including Sind) For the twelve months ending 31st March 1931 (Price — Annas 6 or 8d). Bombay: Printed at the Government Central Press, 1932. pp.162.

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Agricultural Credit Societies.- The number of agricultural credit societies increased from 4,526 in 1929-30 to 4,650 in 1930-31 and the total membership from 263,325 to 268,284. Working capital increased from Rs.38,730,928 to Rs. 42,588,314 and the reserve fund from Rs. 5,550,669 to Rs. 6,163,445. The policy of consolidation of agricultural societies was effectively pursued during the year.

Agricultural Non-Credit Societies.- The agricultural non-credit societies showed healthy activity during the period under review. Societies for the sale of agricultural produce, especially cotton, constituted the most important of the Agricultural Non-Credit Societies in the Presidency. There were 24 Cotton Sale Societies which sold cotton weighing 400,243, maunds (1 maund = 80 lbs.) and realised Rs.3,729,885.

Bombay Provincial Co-operative Bank.- The general position of the Bombay Provincial Co-operative Bank continued to be satisfactory. The number of share-holders increased from 2,440 to 2,512. The total resources commanded by the Bank went down by about Rs. 1,00,000. The paid-up & share capital went up by Rs. 9,150. The amount of share capital held by share-holders increased from Rs. 530,000 to Rs.541,650.

Producers' Societies:- General.- The number of producers' societies showed a decrease from 21 in 1929-30 to 18 in 1930-31 and the membership from 753 to 745. The figures for share capital, and value of articles produced also showed a fall, but working capital increased from Rs. 204,539 to Rs. 327,733. Nearly all the societies worked at a loss.

Weavers' Societies.- There were 52 weavers' societies with a membership of 2,285 during the year under review, as against 55 during 1929-30 with a membership of 2,434. The working capital also was less than that of last year. As a result of the slack demand and low prices,

coupled with the comparatively high cost of production, the majority of weavers' societies suffered badly. The sales fell considerably, recoveries were poor and losses had increased.

(The Annual Report of the working of Co-operative Societies in the Bombay Presidency during 1929-30 was reviewed at pages 78-79 of the report of this Office for April ~~1932~~ 1931).

B. & O. Committee on Co-operation; Report Issued.

Reference was made at pages 72-73 of the report of this Office for October 1931 to the appointment by the Government of Bihar and Orissa of a Committee to review the present condition of Co-operative institutions and to make recommendations for the improvement of co-operation in the province. The report of this Committee which was presided over by Mr. John Austen Hubback, M.A. (Cantab), has very recently been issued to the public. The report contains as many as 265 specific recommendations which have been brought together for facility of reference in a detailed summary at the end of the report. The Committee's recommendations fall in to two broad divisions - those intended to secure a firmer financial basis for the movement, and those which concern its general conduct and development. The following is a brief summary of the recommendations.

Separation of Long-term Credit from Short-term. - The main financial recommendation is the separation of long-term credit from short or medium-term. Here the Committee goes further than the Bihar and Orissa Banking Inquiry Committee and holds that it is essential to free the existing organisation of the burden of attempting to provide long-term credit and to build up, as quickly as the obvious difficulties permit, a separate co-operative organization of land mortgage banks to take over the burden. Pending the consummation of this aim the Committee urges that the finance of the movement be strengthened by the issue of debentures by the Provincial Bank.

Borrowing Policy. - The Committee has examined the existing provision for fluid resource and advises a somewhat higher standard.

6.4 47

In view of the threat of substantial bad debts the Committee would increase the proportion of profits set aside as reserve before distribution of dividends. The Committee has been struck by the absence of effective control over the borrowing policy of credit societies of all kinds which has resulted in the past in a serious glut of deposits, and has suggested means for co-ordinating financial policy throughout the movement. It ~~is~~ strongly supports the doctrine that loan policy should be based rather on the capacity of the borrowers to repay out of income than on their capital assets, and thinks that the estimation of that capacity should be vigorously taken in hand.

Recovery of Dues- The growing tendency of borrowers to fail to meet or actively to evade their liability to repay loans has forced the Committee to recommend a strengthening of the machinery for recovery of dues. To enhance the ultimate security of agricultural credit, on which the movement mainly depends, it advocates relaxation of restrictions on transfer of holdings.

Non-Financial Proposals. - The principal defect in the movement, as it stands at present, says the report, is the failure, save in comparatively rare cases, to make the primary societies anything more than an inefficient link in a credit organization. So long as they remain under the strict tutelage of the central banks, operating through an agency mainly concerned with the distribution and collection of loans, the defect will continue. The Committee's main recommendation on this side is the creation of a development staff, separated from the banking staff, and responsible to small local committees of keen co-operators, who are determined to make the societies genuinely co-operative.

While considerable advance has been made in recent years in providing training for the staff employed in the movement and for honorary workers, the Committee think that much still remains to be done, and have indicated what further steps should be taken.

The Committee has examined the position which the Bihar and Orissa Co-operative Federation at present occupies in the movement and find that it is a somewhat anomalous one. They have indicated the spheres in which it should operate effectively, and proposed means by which it may be expected to do so through standing committees. The majority of the Committee think that affiliation to the Federation should be a condition of registration as a co-operative society. They have suggested a division of the cost of audit, development and training between Federation levies and Government contributions, which they think is more logical than the present arrangement, and have endeavoured to estimate the probable incidence of both.

Effective Control. - The Committee have sought to further the ultimate ideal of a self-governing organization by strengthening control both by the Provincial Bank and the Federation. But they feel that, as long as the tax-payer is called on to make a substantial contribution to the movement and the investing public rely for the safety of their money on some considerable degree of State supervision, it is necessary to strengthen also the power of Government to inter-

-vene

in a timely and effective manner when abuses occur. With this aim they provide, with due safeguards, for surcharge against officers of societies, who ignore statutory rules or their own bylaws, and for supersession, as a less drastic remedy than liquidation, of the directorate of a badly-managed central bank. The majority also propose a nominated element in the directorates of central banks and of the Provincial Bank.

For the Department itself the Committee recommend an increase of experienced officers at the top who should be the main link with the central banks and more important primary societies. For the supervision of the ordinary societies they advocate a cheaper and more numerous staff, whose principal duty will be to establish direct touch with these societies, a duty with the discharge of which preoccupation with the affairs of central banks has latterly interfered

(The Statesman, 13-5-32)

Progress of Co-operation in the Madras Presidency* 1930-31

The following details about the progress of Co-operation in the Madras Presidency are taken from the annual report on the working of Co-operative Societies Act in that Presidency for the year ending 30-6-1931, submitted to the Government of Madras by the Registrar of Co-operative Societies, Madras:-

Number of Societies & Membership. - The total number of societies at the end of the year was 15,042 against 15,238 at the beginning, while membership in societies increased from 974,999 to 981,100, the increase being .63 per cent which gives on an average 67 members per society in the Presidency as against 66 in the previous year. Of the total number of members, 570,283 were agriculturists,

* Annual Report on the Working of the Co-operative Societies Act II of 1912 for the year 1930-31. Madras; Printed by the Superintendent, Government Press - Price 1 rupee 2 annas. pp.207+4

294,965 were non-agriculturists and 115,852 were classed as persons having mixed occupations. The number of societies composed wholly or mainly of Adi-Dravidas or Adi-Andhras was 3,170 as against 3,054 at the beginning of the year. The working capital of all societies rose from Rs. ~~179.936~~ 179.936 millions to Rs. 180.052 millions in the year under review. The percentage of owned capital (share capital plus reserve fund) to working capital was 19.7 against 18.5 in the previous year.

Agricultural Credit Societies. - The number of agricultural credit societies fell from 12,540 to 12,439, while the number of members increased from 674,590 to 676,009. With the exception of 64 societies all were on the unlimited liability basis. Among the agricultural non-credit societies there were 108 societies for purchase and purchase and sale at the end of the year against 128 at the beginning. The value of stock sold by these societies was Rs. 465,192 against Rs. 356,670 in the previous year. A few of the societies undertook the sale of members' products for commission to the extent of Rs. 634,367 against Rs. 354,535 in the previous year, and the value of goods purchased rose from Rs. 353,109 in the beginning of the year to Rs. 456,087 at the end.

Non-Agricultural Societies. - The number of non-agricultural societies fell from 1,649 to 1,585, but the number of members in them rose from 259,693 to 264,925. Of these societies, 1,141 were credit societies. Among the non-credit non-agricultural societies there were 180 stores societies. The value of stocks sold by these societies fell from Rs. 2.438 millions to Rs. 1.921 millions and the net divisible profit increased from Rs. 48,843 to Rs. 58,724.

The net loss incurred by some societies fell from Rs. 33,662 to Rs. 24,868.

Supervising and Audit Unions. - There has been no increase in the number of audit unions, but the number of supervising unions increased by ten from 405 to 415. Besides these, there were three propagandist unions, twenty district federations and six training institutes. Apart from the sum of Rs. 800 granted by Government to the Provincial Co-operative Union, the Government contributed a sum of Rs. 9,065 to 11 federations and 5 central banks for conducting classes for panchayatdars. A sum of Rs. 16,000 was also contributed by Government to the training institutes to meet their running expenses. In the co-operative classes conducted at the Government Institute of Commerce, Madras, 22 candidates came out successful, out of forty selected.

Weavers' Societies. - Out of the 37 societies exclusively for weavers, 23 were dormant. The others purchased raw materials to the value of Rs. 7,937 and finished products to the value of Rs. 37,271. The value of finished products sold to the public was Rs. 29,874. The total profit earned by the societies which worked at a profit was Rs. 3,537 and the total loss incurred by others was Rs. 8,129. Special mention is made in the report of the work of the Salem Weavers' Co-operative Society which was started to find employment for the weavers of Salem. The society purchased finished articles from members to the value of Rs. 33,887 and sold goods worth Rs. 27,151. Its working capital was Rs. 16,350 and it earned a profit of Rs. 2,069.

Labour Contract Societies. - There were 43 societies of this

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type including 40 societies classed as non-agricultural as against 59 at the end of the previous year, 16 having been liquidated. 21 of these societies did no work during the year. The total number of members was 2,926, of whom 813 were helpers and 2,113 actual workers. They had a paid-up share capital of Rs. 17,813 and a Reserve Fund of Rs. 28,248. Work to the value of Rs. 62,134 was pending execution at the end of the previous year and work to the value of Rs. 131,233 was secured during the year. Work to the value of Rs. 154,104 was executed in the year and Rs. 23,868 worth of work was cancelled. The gross income amounted to Rs. 29,771. Members derived Rs. ₹ 60,625 as wages and non-members were paid Rs. 40,467. Some of the societies earned^a profit of Rs. 8,666 and the others incurred a loss of Rs. 12,359. The bonus paid was only Rs. 243.

(The Progress of Co-operation in the Madras Presidency during 1929-30 was reviewed at pages 80-84 of the report of this Office for April 1931).

Migration.Indians in Fiji: Conditions of Life and Work.

The plight of Indian emigrants in Fiji has recently been attracting considerable attention in India. The feeling has been gaining ground that the conditions of life and work of the Fiji Indians are far from satisfactory and that the Government of India should take active steps to secure an improvement of these conditions. Mr. Gaya Prasad Singha, M.L.A. has already sent in a number of questions on this subject to the ensuing autumn session of the Legislative Assembly. Mr. Singh has interpellated the Government, in particular, on the point whether the Government of India have sent any officials to satisfy themselves regarding the condition of the lives ~~xx~~ of Indians there and if so what their reports were. In view of the growing feeling on the subject, the following information taken from an article under the caption "Indians in Fiji: Life under Crown Colony Conditions", published in the Times of India of 16-5-1932 is of special interest. The article is contributed by "A former Fiji Resident" and is written from the point of view that, though Indian emigrants in Fiji have several grievances, the balance of advantages is in their favour and that on the whole they have reasons to ~~remain~~ contented with the level of progress they have been able to attain in Fiji. The following is a brief summary of the more important information given in the article:

Numerical Strength and Political Importance.- The problem in Fiji is no easy one for a Government to tackle, but the Crown Colony Government has achieved wonders. Of a total population of about 160,000, Indians number more than 70,000, of whom about 27,000 have been born in the Colony. There are about 80,000 Fijians, and the rest of the population is made up of Europeans and islanders from other groups and a small half-caste population. The Indian is politically-minded, is more vocal and, what is most important, he is actually today of more economic importance in the Colony than the Fijians. The Fijian is in the main the aristocrat, the land-owner, while the Indian is the worker and the businessman.

Indian and Fijian Labour Compared.- The sole reason for the presence of the Indian in the South Sea Islands is his ability to do unskilled labour under tropical conditions with a continuity of energy unknown to the Fijian. The Fijian labourer, on the other hand, is incapable of continuous work, as the moment he earns a few rupees he prefers to abandon his work for a life of ease in his village. The Indian works day in and day out, taking time off only to observe his traditional festivals. He can be depended on. So he entered Fiji as a labourer. But it is long since Indians were imported in labour gangs and the position today is that only a very small minority may be classed as unskilled labour, possibly 3,000 to 4,000 as against many more than 15,000 set down in the Colony's records as agriculturists, cultivators and planters. All the crop growing of the colony is in their hands, while almost all the sugar cane in the Colony is grown by Indians. Of a total of more than 80,000 acres under cane nearly 30,000 are worked by independent Indian cultivators.

Economic and Moral Standards.- Apart from Indians on sugarcane lands, there are throughout the Colony almost 8,000 Indian holdings where the Indian cultivator and his family live in comfort and plenty. These holdings are often freehold, but are largely on a leasehold basis, the landlords being the Fijians who, however, in the great majority of cases, draw their rents through the Government and not direct from the Indian. Cases where insurmountable difficulties occur over the renewal of an expired lease are almost unheard of except ~~in~~ where tenants have proved unsatisfactory. Relations between cultivators and their Fijian neighbours are generally most cordial, although both live their own lives and inter-marriage is almost unknown. Crime in which the Indian is concerned is almost invariably confined to his own community and in most cases arises out of quarrels over jewellery and valuable possessions or over women. Almost all Indians living in Fiji are thoroughly well endowed with this world's goods, and poverty and begging are unknown. Mortality is probably of the same standard as obtains in the more advanced Indian centres. Caste has disappeared, and with it many of the moral restrictions it imposed.

Main Occupations of Indians.- Road communications are almost entirely in the hands of Indians. The Colony's fleets of over 500 taxis are owned and driven by Indians. European firms and Chinese do the bulk of the business in Fiji and yet there are more than 1,500 Indian store-keepers and traders, while many hundreds have hawkers' licences and travel throughout the scattered islands of the Colony.

Health Conditions.- Indians in Fiji live under extraordinarily healthy conditions. Epidemics have been unknown since the influenza scare during the War, and in spite of loss through repatriation the Indian population is increasing rapidly and the Fiji-born Indian is definitely superior in physique and stamina to the immigrant. The birth rate, according to the latest figures available, is 3.4 per cent. and the death rate 1.08 per cent.

Political Situation.- The Indian community has its elected representatives in the Legislative Council and has undoubtedly much more say in the Government of the Colony than the Fijian whose interests have still to be protected by the Government. The article says that

the present political discontent among the Indian community is attributable to the prevailing economic depression. Like every other country in the world Fiji has been passing through a time of depression in which the sugar market, the copra market, in fact every market affecting Fijian produce, has been adversely affected. In the writer's opinion, such depression may lead to a certain amount of vocal discontent, but as conditions change for the better, the Fiji Indians will realise that they are better off in most respects, than the corresponding class of society in the villages of the mother country.

New Cape Town Agreement: Protest against Colonisation Proposal

Since the publication of the terms of the New Cape Town Agreement (see pages 61-63 of the Report of this Office for April 1932), criticisms have been made both in India as well as in South Africa expressing dissatisfaction especially against the clause of the Agreement which requires the appointment of a Commission for exploring the possibilities of a colonisation scheme for settling Indians both from India and South Africa in other countries (vide paragraph 1, page 62, April 1932 report of this Office). The Imperial Indian Citizenship Association, Bombay, has, in a memorial submitted to the Government of India, emphatically protested against the proposal to appoint a Commission for exploring colonisation possibilities. The Hindu of ¹⁴2-5-1932 makes the following comments on the Agreement:-

The Johannesburg correspondent of the Pioneer states in most emphatic terms that there is not one solitary Indian in South Africa who is in favour of the colonisation scheme which is proposed to be investigated by representatives of Indian and South African Governments assisted by a delegate of the Indian population in the Union. So far as India is concerned, the assisted emigration scheme has proved to be a colossal failure and if those Indians who have migrated under this plan are given an opportunity to return, they would gladly do so. Nearly 80 per cent. of them are colonial-born and it is a fantastic proposal that as many of these people as possible should be sent out of the colony. Indian Opinion, an organ of the Indian community in South Africa writes in very strong language about the settlement: "With all the time, money and energy", our ~~XXXXXX~~ contemporary says, "spent in meeting at a Round Table Conference, we must conclude that the Agreement is nothing but a scrap of paper. It is a soul-less document for there is no sincerity about it".

So far as the colonisation plan is concerned, it is abundantly clear that there is no sincerity at all behind it. It is frankly recognised that South African Indians are not willing to get out of that land; and they have a right, ~~than~~ their forefathers having been invited to exploit ~~South~~ South Africa, to remain there as permanent members of the population. In these circumstances, Indian Opinion advises the community not to participate in a scheme, the professed object of which is to drive out Indians, most of whom are born and almost all of them are domiciled in South Africa. As regards the other features of the settlement, the Transvaal Land Tenure Bill, our contemporary admits, ~~has~~ ^{has} been greatly modified; but the community is opposed to the Bill root and branch because it is based upon absolutely untenable and unjust principles. Further, the Emigration Amending Act of 1931, which reduces certificates of domicile granted by the Government to mere scraps of paper, is still on the Statute Book and the licensing laws still remain in all their naked severity.

It is generally recognised in India that the Agreement is all that could have been obtained in the existing circumstances; but after all, the ultimate test by which the Agreement must be examined is whether the community most affected by it is satisfied and is willing to abide by it. Judged by this test, it is to be apprehended that the Agreement would be deemed to be a failure. (The Hindu, 14-5-1932).

One of the possible countries for Indian colonisation considered in this connection is British Guiana which, according to a writer in the Times of India of 24-5-1932, offers excellent inducements for colonisation by Indians. The possibilities of British Guiana as a field for the settlement of Indians was considered five years ago by the Indian Government, but, owing to financial obstacles, no scheme was then adopted for their colonisation. (The Times of India, 24-5-32).

INTERNATIONAL LABOUR OFFICEINDIAN BRANCH

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References to the I.L.O.

During the month under review this Office issued five communiqués on topics connected with the 16th session of the I.L. Conference. The communiqués were roneoed and forwarded to all the important dailies and other periodicals in India and they received wide publicity in this country. Below are given details about the five communiqués:-

(1) A roneoed communiqué under the caption "Value of India's Association with I.L.O." was issued by this Office on 31-5-1932. The communique gave fairly full extracts from the speech delivered, in the course of the debate which followed the presentation of the Director's Report to the 16th session of the I.L. Conference, by Sir Bhupendranath Mitra, Indian Government Delegate to the Conference.

The communique was published in the Hindustan Times of 2-6-1932, the Hindu of 6-6-1932, the Statesman of 10-6-1932, the June 1932 issue of the Indian Post (Vol. III, No. 6) and Federated India of 8-6-1932 (Vol. VI, No. 23). (Copies of the communiqué were forwarded to Geneva with this Office's minute H 5/1426/32 of 2-6-1932.)

(2) A lengthy roneoed communiqué was issued by this Office on 4-6-1932 under the heading "No Retrogression in Social Policy". The communiqué gave publicity to selected extracts from the speech delivered by the late Director of the I.L.O., in reply to the general debate which followed the presentation of his annual report for 1931-32 to the 16th session of the I.L. Conference.

The communiqué was published by the Daily Herald of 7-6-1932, the Statesman of 10-6-1932, the June 1932 issue of the Indian Post (Vol. III, No. 6), Federated India of 15-6-1932 (Vol. VI, No. 24) and New India of 16-6-1932 (Vol. VI, New Series No. 11). (Copies of the

communiqué were forwarded to Geneva with this Office's minute H 5/1481/32 of 9-6-1932).

(3) A roneoed communiqué reviewing the I.L.O. Year-Book, 1931, was issued by this Office on 13-6-1932.

The review was published in the Hindustan Times of 15-6-1932, the Statesman of 18-6-1932, the Leader of 22-6-1932 and Federated India of 22-6-1932 (Vol. VI, No.25). (Copies of the communiqué were forwarded to Geneva with this Office's minute H 2/1577/32 of 16-6-1932).

(4) A roneoed communiqué was issued by this Office on 16-6-1932 on the I.L.O. Questionnaire on the Abolition of Fee Charging Employment Agencies. The communiqué explained fully the antecedents of the subject, set forth the action already taken on the matter by the I.L.O. and analysed the contents of the Red Questionnaire.

The communiqué was published in the Hindustan Times of 19-6-32, the Leader of 25-6-1932 and Federated India of 29-6-1932 (Vol. VI, No.26). (Copies of the communiqué were forwarded to Geneva with this Office's minute H 2/1721/32 of 23-6-1932).

(5) A communiqué was issued by the Office on 24-6-1932 on the Questionnaire issued by the I.L.O. on the subject of "Invalidity, Old-Age and Widows' and Orphans' Insurance". The communiqué described the previous efforts and achievements of the I.L.O. in the field of social insurance and the nature of the present attempt.

The communiqué was published in the Hindustan Times and the Daily Herald of 28-6-1932. (Cuttings from other papers which have published the communiqué in July 1932 will be forwarded to Geneva with the batch of cuttings accompanying the July 1932 report of this Office. 4Copies of the communiqué were forwarded to Geneva with

this Office's minute H 2/1849/32 of 29-6-1932).

... ..

The Times of India of 2-6-1932, the Leader of 3-6-1932, New India of 2-6-1932 (Vol. VI, New Series No.9) and Federated India of 8-6-1932 (Vol. VI, No.23) publish a communiqué issued by the Office on 27-5-1932 giving a summary of the proceedings of the 16th I.L. Conference (vide page 4 of the report of this Office for May 1932 for names of Indian periodicals which published the communiqué during May 1932).

The Servant of India of 2-6-1932 (Vol. XV, No.22) publishes an editorial note on the work of the 16th I.L. Conference, based on the communiqué on the subject supplied to it by this Office.

Besides the above communiqués issued by this Office on topics connected with the 16th session of the I.L. Conference, the Government of India issued a communiqué on 2-6-1932 on the Draft Convention adopted by the 16th I.L. Conference re. the Age of Admission of Children to Employment in Non-Industrial Occupations (vide pages 5-6 of the report of this Office for May 1932, for a reference to ^{another} ~~this~~ *on the same subject* ^{Government} communiqué). The communiqué was published in the Hindu of 7-6-1932 and the Leader ~~of~~ and the Hindustan Times of 8-6-1932.

... ..

The Times of India and the Statesman of 10-6-1932, the Daily Herald of 11-6-1932 and the Sunday Advocate of 12-6-1932 (Vol.IX, No. 19), publish reports of an interview given to the press by Diwan Chaman Lall, Indian Workers' Delegate to the 16th I.L. Conference, on his return from Europe. Referring to the achievements of the Conference Diwan Chaman Lall said:

"An important step was taken by the Conference in regulating the employment of children below the age of 14 in non-industrial occupations and, although the Convention by a narrow majority created a slight exception for India in regard to the age limit, if the Convention were ratified by India, it would mark great progress in the protection of children. The work of the Conference was overshadowed by the economic crisis through which the world is passing at present. The resolution moved by the workers' delegation, asking national governments to take immediate steps by creating employment in public works and other departments and lowering the hours of work to 40 per week in order to cope with the problem of unemployment, was passed. Various suggestions were offered to meet the economic crisis. Indian labour had also the distinction of raising ^{an} the important point affecting the interpretation of the Peace Treaty which would presumably be referred to the Hague International Tribunal."

... ..

The Statesman and the Hindustan Times of 18-6-1932 and the Times of India and the Leader of 20-6-1932 publish a communiqué issued by this Office to the Associated Press of India on 17-6-1932 re the invitation extended to the Government of India by the I.L.O. to participate in the forthcoming International Conference of Migration Statisticians which is to be held under the auspices of the I.L.O. The communiqué also gave publicity to the items on the agenda of the Conference. (Copies of the communiqué were forwarded to Geneva with this Office's minute H 2/1721/32 of 23-6-1932).

... ..

The Hindustan Times of 28-6-1932 and other papers publish an Associated Press of India message to the effect that Miss May Oung of Burma has accepted the invitation extended by the I.L.O. to her to become a member of the Committee of Experts on Women set up by the Governing Body of the I.L.O.

... ..

The Hindustan Times of 30-6-1932 and Federated India of 29-6-32 (Vol. VI, No.26) publish a lengthy review of the recent I.L.O. publication "Studies on Industrial Relations", Part II. The review was supplied to these papers by this Office. (Cuttings of the review published in other papers will be forwarded to Geneva with the cuttings accompanying the July 1932 report of this Office. Copies of the review were forwarded to Geneva with this Office's minute H 2/1720/32 of 23-6-1932.)

... ..

The Hindustan Times of 10-6-1932 publishes a photograph of the Indian Delegation to the 16th I.L. Conference. **The photograph was supplied to the paper by this Office.**

The report of the Millowners' Association, Bombay, for the year 1931 publishes at pages 10-12 and pages 92-102, the request of the Government of Bombay made at the instance of the Government of India, for the views of the Millowners' Association, Bombay, re. the recommendation adopted by the 12th session of the I.L. Conference in regard to the prevention of industrial accidents, and the reply of the Association forwarding its views on the recommendation.

The same report contains at pages 12-13 and pages 102-106 brief references to the action taken by the Association to give effect to that portion of the recommendation of the 12th session of the I.L. Conference concerning the prevention of industrial accidents which refers to the institution of "First-Aid" in industrial establishments. (For a review of the action taken in this matter by the Association vide pages 43-44 of the November 1931 report of this Office).

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The June 1932 issue of the Trade Union Record, Bombay, (Vol.III, No.4), publishes an appreciative editorial article on the late M. Albert Thomas. The article gives a brief biographical sketch of the late Director and pays warm tribute to his remarkable qualities of head and heart.

... ..

The June 1932 issue of the Trade Union Record, Bombay, (Vol.III, No.4) publishes a long article under the caption "International Labour Conference: 16th Session" summarising the proceedings of the 16th Session of the I.L. Conference. In the article special attention is paid to the activities of the Indian Labour delegate to the Conference.

... ..

The Planter's Chronicle, Madras, ^{of 18-6-1932} and the Sunday Advocate, Bombay, of 26-6-1932 (Vol. IX, No.21), publish at pages 334-336 and page 10 respectively extracts from the summary of the Director's Report to the 16th session of the I.L. Conference which was published in the March 1932 issue of the Monthly Summary of the International Labour Organisation. Federated India of 1-6-1932 (Vol. VI, No.22) reproduces the summary of the Director's Report, as also the obituary note of M. Sokal published in the March 1932 issue of the Monthly Summary of the I.L.O.

... ..

The Servant of India of 2-6-1932 (Vol. XV, No.22) publishes at pages 178-179 a long review of Dr. P.P. Pillai's book "India and the International Labour Organisation". The review was contributed by

Mr. V.V. Giri, General Secretary of the All-India Railwaymen's Federation.

... ..

The Printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during May 1932, publish the views expressed by the Committee in its reply to an enquiry by the Director of Information and Labour Intelligence with the Bombay Government regarding the resolution adopted by the I.L. Conference session of 1928 requesting the Governing Body of the International Labour Office to consider the possibility of conducting an enquiry into conditions of labour, etc. in the textile industry throughout the world. The Committee of the Bombay Millowners' Association regard the inquiry as a roving investigation with no well defined objects in view and is of opinion that, if the information re. the inquiry is collected in the form required by the I.L.O., an entirely misleading picture of industrial conditions in India will be presented. Below is given a fairly full summary of the Committee's letter addressed to the Director of Information and Labour Intelligence, communicating the Committee's decision not to co-operate with the I.L.O. Inquiry.

In conveying their views on the subject the Committee stated that the enquiry appeared to be in the nature of a roving investigation into the industry with no definite or well-defined objects in view.

One of the reasons for the enquiry was stated to be "the advisability of determining the exact labour situation in an industry where women constituted the majority of workers, more especially in order to facilitate the ratification and universal application of the International Labour Conventions concerning the protection of women and children". It might be said at once that women did not constitute the majority of workers in the Bombay Cotton Mill Industry, while India was one of the first few countries to ratify the convention

against the employment of women and children at night. The terms of the Convention are being observed rigidly and it has not been suggested that they need tightening up. The Committee did not, under the circumstances, see the utility of an enquiry of the nature contemplated by the Resolution.

The Committee also felt that if the information was collected in the form required by the International Labour Office, an entirely misleading picture might be presented of industrial conditions in India. An enquiry merely into wages and hours of work would, in their opinion, be very one-sided and would not convey a correct perspective of conditions as they existed in Indian textile mills to-day. If the enquiry was to be of any value to the industry it should cover wider ground. Information regarding the output per operative and the relation which his wages bore to the total manufacturing cost and other items of a like character should also be taken into account, while wages in other industries and in agriculture might be considered if any estimate of the conditions of textile labour in India was to be complete and satisfactory.

The Committee in conclusion pointed out that at present member mills were being asked to supply a very great deal of statistical and other information in connection with the impending Inquiry by the Tariff Board, and they regretted they could not see their way to place an additional burden of work on the mills by asking them to fill up the forms enclosed with his letter.

... ..

The Printed Excerpts from the proceedings of the Committee of the Millowners' Association, Bombay, during May 1932, publish a proposal conveyed to that body by the Chief Inspector of Factories with the Government of Bombay for the setting up of "Safety Committees" in accordance with the request of the I.L.O. to State Members that their Factory Inspectors should deal in their reports for 1932 with the subject of "Safety Organisations in Industrial Undertakings". (A **summary** of the Bombay Chief Inspector's proposals on the subject is given in the **section** "Public Health" in this report).

... ..

The Servant of India of 23-6-1932 (Vol.XV, No.23) publishes an article contributed by the League of Nations Indian Bureau, Bombay, under the caption "India and the League of Nations". The article

contains several references to India's connection with the I.L.O.

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New India of 23-6-1932 (Vol. VI, New Series No.12), publishes an article under the caption "Child Labour in India" contributed by Mr. F. McKay. The article reviews the decision taken at the 16th session of the I.L. Conference re age of admission of children to non-industrial occupations and analyses the special exemption clauses provided for India. The writer asserts that at the Conference the pendulum swung in favour of Indian employers with the result that the children of the working classes in India have been unduly penalised. He regards the exemption clauses as a mockery of justice and puts in a plea for a "counter attack in the form of compulsory education for children over six years".

... ..

The following comment on the reply made by Sir B.N. Mitra (Government delegate to the 16th session of the I.L.Conference) to the charge preferred by Diwan Chaman Lall (Indian Workers' delegate to the 16th session of the I.L. Conference) in the course of his speech at the Conference on the subject of India's delaying the application of the Washington Hours Convention, that several Indian railway employees were made to work 22 hours daily, is reproduced from the Modern Review, Calcutta, in the May 1932 issue of the E.B. Railway Labour Review (Vol. V, No.5).

"To Mr. Chaman Lall's statement at the International Labour Conference at Geneva, in the course of a protest against the non-ratification of the Washington Hours Convention by the Indian Government, that Indian Railwaymen often work 22 hours daily, Sir B.N.Mitra, "Indian" Government delegate, replied that "Government was unable to carry out its wishes owing to ~~the~~ the economic crisis". But does not Sir B.N. Mitra know that the Washington Convention was drawn up

and ratified by many countries years before the commencement of the economic crisis?"

The same issue of the E.B. Railway Labour Review reproduces ^{from the Amrita Bazar Patrika, Calcutta,} the following sarcastic criticism on the Indian Government's apathy on questions relating to labour; ~~emanating from the Amritbazar Patrika, Calcutta:~~

"Poor Diwan Chaman Lall! One wonders how he felt when the International Labour Conference at Geneva, despite vigorous protests from him, fixed the age of employment of children in non-industrial occupations in India at ten years and that for children in the rest of the world at fourteen years. But if the workers' delegates from this country were opposed to making any difference between India and the rest of the world so far as the age for employment of children was concerned, the employers' delegate and the Government delegate spoke of "the realities of the situation". The realities are of course there and if the fact that no record is kept of the millions of unemployed in the country is one reality, the fact that there is no compulsory education for children is also another. And it was well that the representative of the Government of India referred to such realities".

... ..

The May 1932 issue of the E.B. Railway Labour Review (Vol.V, No.5) reproduces a short note on the efforts of the I.L.O. to provide insurance facilities for old and invalid persons and for widows and orphans, originally published in the Rangoon Mail, Rangoon.

... ..

The Printed Excerpts from the Proceedings of the Meeting of the Committee of the Indian Mining Association held on 15-6-1932 contains a reference to a communication from the Government of Bihar and Orissa addressed to that body at the instance of the Government of India re. the resolution on unemployment adopted by the 56th session of the Governing Body of the I.L.O.

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National Labour Legislation.

Proposed Revision of Indian Factories Act:

Legislation to Implement Whitley Recommendations.

The Government of India have recently decided to implement some of the recommendations made by the Royal Commission on Labour in India. For this purpose, the Central Government have prepared a Draft Factories Bill, designed to consolidate and amend the existing law regulating labour in factories, and incorporating certain important changes, particularly regarding hours of work. The Draft Bill has thus both an amending and a consolidating object and, besides providing for reduced hours of work, seeks to instal more humane conditions for workers and to include provisions for stricter control of the employment of women and children. The Draft Bill, in addition to incorporating the recommendations made by the Whitley Commission, includes certain other changes which are not advocated by the Whitley Report. The reasons for these and such other changes as are made are explained in the section "Explanatory Notes on Clauses" appended to the Draft Bill. The Government of India have forwarded a copy of the Draft Bill to all local Governments and Administrations with a covering letter (Circular Letter No. L/3012 of the Department of Industries and Labour of the Government of India, dated 10th June 1932) with the request that copies of the letter and the Draft Bill should be forwarded by local Governments to associations of employers and employees and to all other parties who are likely to be interested in them and that the Government of India should be favoured with the opinions of local Governments and associations of employers and employed, etc., before 1st December 1932.

The Draft Bill, which is too lengthy for reproduction here, consists of nine chapters under the following headings:- Chapter I - Preliminary; Chapter II,- Inspectors and Certifying Surgeons; Chapter III - Health and Safety; Chapter IV - Hours of Employment and Holidays; Chapter V - Exceptions; Chapter VI - Notices and Registers; Chapter VII - Rules; Chapter VIII - Penalties and Procedure; and Chapter IX - Supplemental Provisions. The Factories Act has already been amended to such an extent that but little of the original measure now remains on the Statute Book. As it has been decided to introduce a substantial number of amendments, the Government of India have decided to introduce the present Bill in the form of a self-contained enactment replacing the original Factory Act of 1911 and the Amending Acts of 1922, 1923, 1926 and 1931. In the covering letter forwarding the Draft Bill to local Governments, the Government of India make it clear that the inclusion of a provision in the Draft Bill should not be taken as denoting that the Government of India approve the principle of the provision, and that the Bill is designed primarily for the eliciting of opinions.

The circular letter which the Government of India have addressed in this connection to local Governments discusses fully the following points: the more important of the changes advocated in the existing Factory Act by the Whitley Commission; the reasons which have ^{made} the Government of India ~~to~~ draft a Bill providing for a reduction of working hours for workers in perennial factories; the effect of a reduction of hours on operatives and on employers and its repercussion on wage-rates; the principles underlying the exemptions for which provision is made in the draft Bill; and the reasons for the inclusion of certain amendments in the draft Bill which do not arise

out of the Whitley Commission's recommendations. As the revision of the Factory Act intended by the Draft Bill vitally affects Indian labour conditions, below are given relevant extracts from the circular letter issued by the Government of India in this connection:-

Factory ~~Act~~ changes advocated by Whitley Commission.— Re this subject the letter states:- The principal change which the Commission advocate in the character of the Factories Act lies in its modification so as to discriminate in certain important matters between different classes of factories. All the substantive sections of the existing Act apply equally to a large factory employing thousands of persons with elaborate machinery and to a small one employing 20 persons working with simple appliances; they apply equally to the factory working steadily throughout the year and to the factory which can work only for a brief season. Further, if it is found necessary to regulate in any manner the factories which do not use machinery or which do not employ as many as 20 persons, the only method available is the application to them of the Act as a whole. It is only by use of the exempting provisions that any discrimination can be lawfully exercised. The Commission observe that "the present Act takes too little account of the differences between certain classes of factories, and one consequence of this defect is that, in some directions, it has to be unduly elastic". Remarking that the Act makes little distinction between seasonal and non-seasonal factories, they consider that the former class has tended to secure, in matters of exemption and enforcement, an amount of latitude which is not accorded to other factories. The aim, in their view, should be to establish standards for seasonal factories which may differ from those applicable to perennial factories, but which will be enforced with as much vigour as is applicable to the latter. Similarly, in respect of the smaller power factories, few of which are at present regulated, they propose another differentiation. In place of the present provisions which give local Governments the choice between applying the whole of the Act or none, they recommend the application of certain provisions automatically with power to apply other provisions as and where the need arises. Finally for factories not using power, nearly all of which are at present unregulated, they propose a new and separate Act.

No addition to Number of Factories Coming under Act.— Explaining how financial limitations have compelled Government to ensure that the proposed changes in the ~~Factory~~ Factory Act will not involve any addition to the number of factories and workshops which will be subject to it, the letter says:- Their recommendations fall into two groups according as they involve the alteration of the law applicable to factories already subject to regulation and the extension of regulation to factories which are at present unregulated. The latter group of proposals raises questions of difficulty, especially at a time when financial considerations make it impossible to contemplate any substantial increase in the strength of the inspecting staff. For this and other reasons the Government of India propose to discuss the two groups of recommendations separately. The present reference is designed to elicit opinions only on the first group of recommendations, viz., those relating to such alterations in the law

as do not involve any addition to the number of factories and workshops which will be subject to it. On the ~~other~~ ~~the~~ second group of proposals a separate reference will be made later.

Reduction of Working Hours.- Re this point the letter says:- So far as the reduction of hours is concerned, the Commissioners' recommendation is applicable only to perennial factories. In seasonal factories they recommend the maintenance of the existing limits of sixty hours weekly and eleven hours daily, a proposal with which the Government of India are provisionally in agreement. (The case for and against a reduction is set out at length in the Whitley Report in which it should be studied. The initial discussion will be found on pages 37 to 46 of the Report; Sir Victor Sassoon's minute, setting out his objections, is on page 478-480, and to this the majority have appended a rejoinder (pages 488-9) which clarifies their position on the question). The Government of India do not propose to traverse the ground again in detail, but they ~~x~~ desire to set down what seem to them, the salient points in this connection. It is important to remember, at the outset, that large sections of Indian industry ordinarily demand of the workers substantially shorter hours than the maxima permitted by the Act. Even before the present depression, it is probable that the working day for the majority of factory operatives was not more than 9 hours. The Commission's discussion of the case is, accordingly, directed to those industries, and notably the cotton textile industry, which take full advantage of the hours permitted by the Act.

Effects of Reduced Hours on Operatives.- In respect of such industries, there are two aspects of the case to be considered, viz., the effect of a reduction on the position of the operatives and the effect of a reduction on the position of the employers. As regards the operative, there can be no question of his need for a shorter day and of the advantages he will gain, provided that the reduction does not entail an undue monetary sacrifice. A system which requires him to spend eleven hours in the precincts of the factory, apart from the time occupied in going to and returning from work, is one which calls for reform if it can possibly be accomplished. But the loss of an hour from the working day must mean, unless the operative can produce an equivalent amount in the shorter time or the employer is prepared to pay a higher rate of wages, a reduction in earnings. Sir Victor Sassoon expresses the view that it will not be practicable to shorten hours in the textile industry without increasing wages to a corresponding degree. The majority of the Commission, on the other hand, definitely contemplate a reduction in wages, at any rate at the outset. The Government of India doubt if employers in any substantial section of industry can at present grant an appreciable increase which is not earned by increased production, and, if this is so, the possibility of avoiding dislocation by increasing wage-~~rate~~ rates cannot be seriously considered. It should be remembered in this connection that piece rates, where they are in force, should operate to minimise the difficulties of adjustment.

Increase in level of Real Wages mitigates ill-effects of lower earnings.- Assuming that the wage-rates, i.e., the rates of payment per unit of output, were maintained and hours were reduced, some increase in the rates of earnings per hour might be expected. The

view that the 10 hour day, where it is in operation, is only a nominal day has the support of responsible employers, and few will contest the view of the Commission that "it is impossible for the average operative to remain at work regularly through a 10 hour day either in a cotton mill or in any other factory". Some adjustment, therefore, is possible in the form of concentrating the actual hours of work for the individual operative into a shorter space, i.e., in reducing the appreciable amount of time at present spent away from work in what are nominally working hours. If, as many employers believe, the effort of the operative is influenced largely by his desire to earn a more or less definite sum, the reduction of hours should have an immediate effect in increasing efficiency, and it would certainly render possible an increase in efficiency which cannot be demanded with existing hours. Even so, it seems probable that there will be many operatives who will have to face a reduction of earnings, at least until there has been time for them to adjust themselves to the new conditions. But, as the Commission have observed in this connection, the general level of real wages has risen apparently owing to the fall in prices, and it appears to be substantially above the level prevailing a few years ago. In consequence, a reduction in individual earnings could be made without bringing them back to that level.

Effects on Employers.- As regards the effect upon employers, there is one essential difference to be borne in mind. A reduction of hours is for the operative an absolute reduction; the number of hours available to him for production is definitely diminished and his production can only be maintained by the attainment of a higher standard of work. For the employer the reduction need not be absolute. He has, in theory, the whole of the 24 hours still available for production; in practice it should be possible for many employers, by engaging additional operatives and adjusting the hours of work, to reduce the hours of the individual workers while maintaining or increasing the hours of production. Provided that the employer is not compelled to increase wage-rates or to curtail the aggregate hours worked, the number of men, who contribute to these hours, is for him a matter of secondary importance. Apart from the compensation which can be obtained in this manner, and the increase in the rate of production which a shorter day should bring, the Commission lay stress on the increased production which is possible by increasing the total hours worked by the factory by the employment of separate shifts.

Weekly Limit-54 hours: Daily Limit - 10 hours.- The majority of the Commission recommend for most perennial factories a weekly limit of 54 hours and a daily limit of 10 hours; the minority propose limits of 48 and 8 hours respectively. (The arguments for these views are set out on pages 44-46 of the Whitley Report). The Government of India consider that, if a reduction is to be made, the advantages of limiting the reduction, for the present at any rate, to that advocated by the majority are obvious. The majority add "we would allow factories working on continuous processes or supplying articles of necessity which have to be supplied every day a 56 hour week, subject to their giving the operative an average week of not more than 54 hours and conforming, in respect of holidays, to the provisions we recommend later". The ~~the~~ Draft Bill embodies the recommendations of the majority of the Commission.

Report of Indian Franchise Committee:

Recommendations re. Representation of Indian Labour.*

The report of the Indian Franchise Committee presided over by Lord Lothian was released on 3-6-32. The report which runs up to nearly 300 pages contains complete scheme for the basis of the franchise, proposals regarding the representation of women and labour, and a provisional allotment of seats for the special interests which it is considered should receive special representation both in the provinces and in the Federal Assembly so far as it concerns British India. In addition to the main report, the publication contains a minute of dissent by Messrs. S.B. Tambe, C.Y. Chintamani and R. R. Bakhale, as also several Notes appended by individual members. Below are summarised the main findings of the Committee, with detailed reference to the recommendations made for representation of labour interests in the provincial and federal legislatures:-

Large Increase of Electorate. - An increase in the provincial electorates from their present total of 7,108,000 to a total of 36,000,000 will be one of the main effects of the recommendations of the Indian Franchise Committee. This will mean the enfranchisement of 14.1 per cent of the total population of British India (excluding Burma) and not less than 43.4 per cent of the adult male population of British India. Among the other recommendations of the Committee are that the electorate for the British India share of the Federal Legislature should be raised from 1,142,000 voters to 8,440,000, thus enfranchising ten percent of the male population as compared to one per cent at present; that the number of women electors should be increased from 315,000 to 6,600,000, and that between two and five per cent of the seats in the enlarged provincial legislatures should be reserved for women.

Increased Representation to Labour. - The Report also puts

* Indian Franchise Committee - Volume I - Report of the Indian Franchise Committee - Calcutta: Government of India Central Publication Branch 1932 - Price: Re. 1-2-0. pp.286.

forward recommendations to secure a large registration of members of the Depressed Classes on the electoral rolls, and to give substantially increased representation to Labour. The representation of commerce, landlords and universities should, it is recommended, be continued as at present. A point to be noted is that the communal problem was outside the Franchise Committee's terms of reference and scope of inquiry.

Complete Adult Franchise - Not Possible. - The Franchise Committee agrees with local Governments and provincial Committees that the introduction of complete adult franchise is made impracticable by administrative difficulties, by the vastness of India's population, by the prevalence of illiteracy and lack of party organizations. Modifications of adult franchise by indirect voting, imposition of certain age limits and urban or household suffrage were examined, but also rejected.

Provincial Franchise. - The basis for provincial franchise should, according to the report, be two general and a number of special qualifications. The general qualifications are to be (i) property, which is to be lowered so as to enrol most landholders, tenants and rent-payers in towns, as well as a considerable section of the poorer classes, and (ii) education, which should differ for men and women. Special qualifications are proposed for women (the report states that under the Committee's scheme one-fifth of the new electoral roll will consist of women), for labour, the depressed classes, and commerce and industry, universities and landholders. The Committee recommends that 38 seats in all should be set aside for labour in the provincial legislatures, as compared to only 9 at present.

Depressed Classes. - The Committee recommends that the vote of the Depressed Classes should be levelled up by any of 6 differential methods of franchise — enfranchising village servants, granting two votes to each Depressed Class voter, one general and one in a special constituency, granting a vote to each Depressed Class household, enfranchising on bare literacy, enfranchising wives of Depressed Class voters, and reducing the property qualification for the Depressed Classes.

Representation of Minorities. - The majority of the Committee agree in principle that representation should be secured to Europeans, Indian Christians and Anglo-Indians in the new legislature, but pending a communal decision cannot make any recommendation as to the number of seats to be allotted to them. Provincial legislatures should be increased by two or three times the number of elected members, as suggested by local Governments and provincial Committees.

Federal Legislature. - The last four chapters of the Report deal with the Federal Legislature. As regards the Federal Senate, the Committee agrees with the Federal Structure Committee of the Round Table Conference that the members of the Senate should be

elected by the system of the single transferable vote. Provincial legislatures should be free to choose their own representatives, and simultaneous tenure of seats in the provincial and federal legislatures should be banned. Direct election is favoured also in the case of the Federal Assembly, which the Report states should have a maximum of 600 members. The Committee is of the opinion that the total of 200 seats for British India, as recommended by the Federal Structure Committee, is insufficient, and proposes 300.

Franchise for Federal Assembly. - It is recommended that the franchise for the Federal Assembly should be the same as that now in force for provincial legislative councils, supplemented by educational qualifications for men and women. In the case of men, the educational qualification should be possession of matriculation or school-leaving certificate or an equivalent; for women, the test should be attainment of the upper primary standard.

Representation of Labour in Legislatures.

The following is a brief summary of the main recommendations of the Committee regarding the representation of labour in the provincial and federal legislatures:-

A. Provincial Legislatures.

(1) Agricultural Labour. - The Committee after consideration of various suggestions —the group system, household suffrage, a wage earner's franchise, a householder's qualifications — record the conclusion that short of an extension of the franchise to a degree which they regard as impracticable at the present stage, there is no means of enfranchising agricultural labour as such. But they are satisfied that under the franchise recommended it will secure a certain representation in the legislatures. This is more particularly the case in view of the proposals for the enfranchisement of the depressed classes, which provide so large a percentage of agricultural labour. They equally do not recommend special representation for agricultural labour in the legislatures, and reject a suggestion that seats might be reserved for landless labour in multi-member constituencies in rural areas containing more than a fixed percentage of this class.

(2) Industrial Labour. - The Committee are unable to accept trade unions as the sole basis of representation and do not regard nomination as a satisfactory solution of the problem. They recommend special representation for industrial labour through constituencies based on registered trade unions and special labour constituencies of the nature described below. The Committee regard it as of extreme importance to avoid any overlapping between the trade union and the special labour constituencies, whether in the same industry or the same geographical area. In view of the

impossibility of dealing adequately with this problem in the time available, they confine themselves to recommending the total number of seats which should in their view be set aside for the representation of labour in the provincial legislatures, leaving (save where they feel in a position to express a provisional opinion) the allocation of these seats as between trade union and industrial constituencies for settlement later in connection with the general delimitation of constituencies.

Provincial Distribution of Labour Seats. - On the above basis the Committee recommend that 38 seats in all be set aside for labour in the provincial legislatures, as compared with 9 at present. Their detailed proposals are as follows:- Madras 6, Bombay 8, Bengal 8, the United Provinces 3, the Punjab 3, Bihar and Orissa 4, the Central Provinces 2, and Assam 4.

Trade Union Constituencies. - In the case of trade union constituencies a union in order to qualify as an electoral unit should have been registered for a minimum period of one year and have a minimum strength of 100. If a trade union exists in any industry or trade for which a special constituency is provided, it should be combined, for electoral purposes, with other trade unions in the same area or province. Where a trade union constituency is confined to a single area voting might be direct; where it covers two or more different centres election should be through an electoral college composed of delegates elected in each union in the proportion of one for each group of 100 workers. Seats might, if conditions make it feasible and desirable, be set aside from among the trade union seats to be filled by representatives of particular trade unions of special importance or a specially large membership.

Qualifications for Electors. - The qualifications suggested for electors in trade union constituencies are a minimum age of 21 and paying membership for at least six months of a registered trade union which has itself been in existence for at least twelve months. (For the first election under the new constitution the Committee recommend as a special case membership for a minimum of three months of a registered trade union which has been in existence for at least six months.) A candidate for a trade union constituency should be either a member or an honorary member or an official as defined in the Trade Unions Act of the trade unions concerned, his position in any of these capacities to be of not less than one year's standing.

Special Labour Constituencies. - The electorate of the special labour constituencies should include workers on the roll of any factory or other industrial undertaking employing a minimum of 10 persons.

The qualifications suggested for electors are a minimum age of 21 and continuous employment with any employer for a period of six months prior to the preparation or revision of the electoral roll. The clerical and supervising staff should be eligible as

electors. The Committee think ~~it~~ it important that candidates should be in a position genuinely to represent the mass of the working class population in the constituencies they represent, but are not agreed as to the qualifications to be required.

B. Federal Legislature. - 8 seats should be set aside for labour in the federal assembly, a number which will give it a representation equal to that proposed for Commerce. Election should as far as possible be through trade unions. In the case of plantation labour and the jute industry, where trade unions do not exist or are too weak at present, the method of labour representation should be further considered at the time of the delimitation of constituencies. The qualifications of electors and candidates should be the same as those recommended in the case of trade union constituencies in provinces; except that the number of electors to each electoral delegate should be 300 and not 100.

The question as a whole, the report states, will have to be reconsidered at a later stage when constituencies are being delimited. Meanwhile the Committee place on record a suggestion that the following interests deserve special consideration: - ~~Jute~~ Jute, transport (including railways), textiles, seamen, planting, and mining. They suggest further that one seat should be filled through the All-India Trade Union Federation to represent general labour interests falling outside the categories mentioned.

Conditions of Labour.Factory Administration in Bombay, 1931*

The following information regarding factory administration in the Bombay Presidency during 1931 is taken from the Annual Factory Report of the Presidency of Bombay for 1931:

Number of Factories.- The number of factories subject to the control of the Factories Act increased from 1,785 to 1,795. ■ 90 factories were added to and 80 removed from the Register.

There was the usual ebb and flow in the seasonal industries and in factories just on the border line of the legal definition. A few concerns representing entirely new factory industries in this Province were however started, ~~and~~ but the most notable development again occurred in Ahmedabad where 5 cotton mills commenced operations. The number of factories that actually worked was 1,541 compared with 1,550 in the previous year. Of these, 794 were perennial and 747 were seasonal concerns. 229 of the perennial and 628 of the seasonal factories were connected with the cotton industry.

Number of operatives.- The number of operatives employed in all industries based on the annual returns received from the factories was 362,619 compared with 370,704 in the previous year. The figures, however, do not include the employment figures for the night shifts in the textile industry. 242,271 operatives were employed during the day shifts in the cotton textile industry. This is an increase of 1,265 over last year's figures. There was an increase of 3,700 in the Ahmedabad mills and a decrease of 2,615 in the Bombay concerns. Notable decreases were 1,254 in the railway workshops, 3,097 in "general engineering" and 1,650 in the match industry which is mainly located in the Bombay Suburban area. There was, particularly in Bombay, a large increase in the night shifts in the textile mills. This helped to a great extent to absorb labour thrown out of employment by the closing of a few mills and by the depression ■ in other industries. If night shift labour had been employed during the day, there would have been an addition of 10,114 to the Bombay, and 7,113 to the Ahmedabad totals, whilst other centres would have increased by 1,503. It is clear, therefore, that there was considerably more employment in the textile industry than in the previous year. The dyeing and bleaching industry again increased in importance. The actual ■ number employed is approximately 1,600 more than the figures indicate, since several Ahmedabad mills have not included this labour, which is engaged through contractors, in the returns.

Inspections.- Of the 794 perennial factories, 82 were inspected once, 277 twice, 144 thrice and 278 more than thrice, whilst 13 were uninspected. Of the 747 seasonal factories, 367 were inspected once, 312 twice, 53 thrice and 12 more than thrice, whilst 3 were uninspected. In addition, 2,606 special visits were made to inquire into accidents or to check whether the labour requirements were fulfilled.

* Annual ~~Report~~ Factory Report of the Presidency of Bombay, 1931. (Price - Annas 4 or 5d.) Bombay: Printed at the Government Central Press, 1932. pp. 54.

Sanitation.- A greater readiness to comply with the requirements regarding lime washing and painting has been reported from Ahmedabad, whilst a certain amount of slackness in a few Bombay mills had to be corrected. Improvements have been recorded in the Sind rice mills where the two defects are excessive dust in the factories and difficulty in the sanitary disposal of trade waste. The constant attention given to sanitary matters by the Inspector and the Certifying Surgeon in Ahmedabad has led to improvements. It is hoped that the long discussed drainage scheme will soon materialise. The industry in Ahmedabad has developed at a greater pace than Municipal facilities and trade waste is frequently disposed of in a most objectionable manner.

Ventilation.- Past experience in Ahmedabad has however definitely proved the value, both from the humane and the technical side, of improving working conditions. There has been an extensive "uplift" in the older mills, and there is hardly a mill that has not made efforts in the direction indicated. There has latterly been a marked tendency to increase the pace of improvements in the spinning departments, and one group of mills has installed 12 expensive plants that effectively cool and humidify the atmospheres of the spinning as well as of the weaving departments. A few mills in Bombay installed cooling and humidifying systems. Attention was directed some years ago to the marked improvements in local working conditions that would result from a better distribution of cooled and humidified air. The wet kata readings then taken led to an alteration in the duct arrangements in several mills with advantage both to the operative and to the process.

Wages.- In several seasonal areas, wages were reduced during the year.

Employment of Women and Children.- The following table shows the number of women and children employed during the last five years:

Year	Women			Children		
	Bombay.	Mofussil.	Total	Bombay	Mofussil.	Total
1927	34,571	45,584	80,155	164	6,158	6,322
1928	28,173	46,919	75,092	122	5,061	5,183
1929	27,741	47,183	74,924	56	4,471	4,527
1930	31,404	46,561	77,965	83	4,306	4,389
1931	29,459	44,018	73,477	100	3,741	3,841

There was a decrease of about 4,500 in the number of women employed; and a fall of 548 in the number of children. Despite increased activity in the textile mills, 1900 fewer women were employed and there seems to be a tendency in several mills to curtail the employment of women. There was also a decrease of 1,700 in the women employed in the cotton ginning and pressing industry due to poor crops in several areas. The match industry was not as active as in past years and fewer women were employed.

Prosecutions. Two factories were prosecuted for employing women before the time laid down, and 7 factories for overworking women. There appeared to have been an increase in irregularities in the Southern Mahratta areas which was possibly linked up with the smaller margin of profit in the industry.

Fencing of Machinery.- Considering the general depression of the past year, satisfactory progress may be considered to have been made in the matter of fencing of machinery. Further improvements have been reported in the rice mills and gur factories. Past action appears to have entirely prevented accidents from the feeding of ground nut decorticators. The safety arrangements on several hoist gates have been improved whilst ~~additional~~ additional abrasive wheels have been provided with transparent shields to prevent eye accidents. 28 cases were prosecuted for breaches of the safety requirements and 27 convictions resulted.

Accidents.- During 1931, 6,198 accidents were reported (36 fatal, 1,261 serious and 4,901 minor) as against ~~6,454~~ 6,454 during 1930 (42 fatal, 1,256 serious and 5,156 minor). There was thus a decrease in the number of fatal and minor accidents. The fatal accidents were the least since 1923. The average per 100 operatives employed fell from 1.70 during 1930 to 1.62 during the year under review. The figures are illustrative of what may be accomplished by educational methods. Safety posters have been in use for a couple of years and inspectors have been urging the necessity of adequate instruction before persons are allowed to work. A reduction of 50 per cent. in serious accidents from carding machines was reported from Ahmedabad. Loom accidents increased, but there was a great increase in the activities. Owing to unavoidable circumstances, the safety posters for this department have not yet been produced. Three posters dealing with flying shuttles, belt replacing, and the careless starting of looms whilst being cleaned, are, according to the Report, under the consideration of the Millowners' Mutual Insurance Association, and will probably shortly be available. Hope is expressed by the Report that the development of educational methods will result in a reduction in weaving accidents, many of which are due to lack of care on the part of the operatives. The Insurance Association referred to has continued its "follow up" system of mitigating the effects of accidents.

Prosecutions.-209 cases were instituted against 53 factories by the full time inspectors and 207 were successful. In one case the accused was convicted and bound over for a period. In the other cases the fines ranged from Rs.3 to Rs. 500 and totalled Rs. 5,312. The average fine was Rs. 25 per case and Rs.100 per factory. In addition, six successful cases were instituted by the ex-officio inspectors against three concerns.

Housing of Factory Operatives.- ~~209 cases~~ There was no development of outstanding note. The Ahmedabad Municipality had decided to create a Trust Fund for a sanitary housing scheme on the hire purchase system. The building bye-laws have been recently revised and brought more into line with the requirements of a rapidly expanding industrial centre.

Welfare Work.- The volume of welfare work appears to have increased and steady progress has been made by several concerns, although the year was not marked by any very special feature, apart from the opening of a hostel by Messrs. E.D. Sassoon and Company for single women workers. The welfare workers of a large railway met in conference which is intended to be an annual function. The mill doctors in Bombay have also debated in conference and a Committee is considering the best way of improving the medical facilities provided by the mills. Two lady doctors were engaged by a couple of Ahmedabad mills.

Crechès.- The crechès attached to the Bombay mills have made steady progress although no increase in their number occurred. The year has been a difficult one, and the fact that there was no retrogression may, in itself, be considered satisfactory. Several definite promises were made to open others but their fulfilment is still awaited. Existing crechès are being increasingly used. Thus the average attendance in December in Bombay was 511 with a highest ~~for~~ figure of 587. These figures represent an increase of 40 per cent. over those of two years ago. A few new crechès were started in Ahmedabad and several of the older ones were improved. ~~A~~ staffing difficulty is sought to be overcome by transferring the ayahs for a period to one of the best run creches in Ahmedabad. Creches are being started by the mills in Broach, Surat and Barsi. Factory women are showing an increasing appreciation of the opportunities offered, and there is little doubt of the benefit that the infants reap, since, in the Bombay creches, the opium drugging of 274 infants was prevented.

Other welfare activities.- The scheme for the training of persons in First Aid in Ahmedabad was dropped owing to the death of the organiser but it is hoped to revive it shortly. ~~For~~ Four classes have been regularly held in Bombay under the auspices of the Mill-owners' Association and 66 qualified at the first examination. A First Aid squad in each mill is being aimed at. A labour officer has been engaged by an Ahmedabad mill whilst two large groups in Bombay are endeavouring to make improvements over present recruiting methods. A labour officer was appointed by a large firm in Bombay 18 months ago. Apart from questions affecting the engagement or dismissal of labour and the grant of leave, accidents and illnesses are followed up and careful records kept ^{at this firm}. Some of the absenteeism and turnover had a debt history in the background. The Provident Fund started by the Firm has been of material assistance in reducing both debt and turnover, but it was recently felt that a further development of ameliorative measures was desirable. A Co-operative Credit Society has accordingly been started for the monthly paid hands and the higher paid daily wages men. Advances are given at a reasonable rate of interest, whilst the lower paid daily wages men are granted interest free advances from another fund.

The Visual Education Service started by the Bombay mills had been dropped, but a monthly magazine has been substituted. It has a monthly circulation of 15,000 and has been availed of by the Department in two directions. The Lady Inspector contributes articles on welfare matters particularly affecting women and children, whilst the Chief Inspector contributes articles dealing with accidents.

(The Annual Factory Report of the Bombay Presidency for 1928 is reviewed at pages 26-32 of the September 1929 report, that for 1929 at pages 19-23 of the August 1930 report and that for 1930 at pages 20-24 of the August 1931 Report of this Office).

Number of employees in the industry

Number of employees in the industry - The number of employees in the industry has increased from 1950 to 1960. The increase is due to the fact that the industry has expanded its operations and has attracted more workers. The number of employees in the industry in 1950 was 100,000 and in 1960 it was 150,000. This represents an increase of 50%.

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Warden for the Sale town-ship, the Pakokku portion of the Chauk Oil-field and the Yenangyat Oil-field, and the Assistant Superintendents in the Federated Shan States for their respective subdivisions. An additional commissioner was appointed for the Rangoon, Hanthawaddy and Insein districts.

Applications before Commissioners: The total number of cases filed during the year was 132, of which 20, 43 and 7 related to award of compensation for fatal accidents, permanent disablements and temporary disablements respectively, 54 to distribution in fatal cases, 7 to distribution of deposits in non-fatal cases - 3 in respect of permanent disablements and 4 in respect of temporary disablements - and 1 in respect of recovery under section 31.

(Previous References.- The working of the Workmen's Compensation Act during 1928 is reviewed at pages 28-30 of the August 1929 report, that for 1929 at pages 38-40 of the July 1930 report and that for 1930 at pages 31-33 of the July 1931 report of this Office.)

- (b) ensure that no inexperienced workers are employed on or near machinery without being shown the safety devices and without an explanation of the danger points and the demonstration of safe methods of working;
- (c) encourage unsafe practices and the wearing of unsafe clothing;
- (d) assist in the dissemination of knowledge regarding safe e.g. accident statistics, posters;
- (e) encourage the substitution of safety practices for the workers, consider them as permanent members of the staff.

Chief Inspector Jones with Mr. ...

any decision in the matter, the Committee should be advised for the purpose of this in cases the general is all findings with the Chief Inspector. The Committee is responsible to the Association's Board on 3-4-4 as stated in the report was present. At the meeting, Mr. ... advised that the need for "Safety" groups. He stated that the first of this nature with the aim of providing a better working environment for a reaction in cases where the need to lift the course of 3 years. — The Committee will be in the and in 1961, — despite an attempt to limit the working added that, with a view to increasing the safety of the "Safety Committee" on the lines of the Committee's report might be established, and explained the reasons for the Committee they could be used in the event of an accident in accidents. It was suggested that the Committee should be set up in a few selected mills for a period of 3 years as an experimental measure, and the results studied with a view to determining the introduction in other mills in the City as a later date.

Sub-Committee appointed. — The meeting ended at a ...

Conciliation Board for Industrial Disputes; Action by Baroda State.

Information is to hand that action has been taken by the Department of Commerce, Industry and Labour in the Baroda State on the observations of the Royal Commission on Labour in India on industrial disputes. Sanction has been accorded to the creation of a board of conciliation, consisting of Mr. A.A.Kehimkar, chairman, and Messrs. S. A. Sadhalkar, president of the Baroda Municipality; Chamanlal Girdharilal, millowner; J.M.Mehta, Professor of the Baroda College and Ambalal Pandya, Director of Commerce, Industries and Labour, as members, the last named being also the secretary to the board.

The board is to exist for two years. The functions of the Board are to take cognisance of all disputes throughout the State between employers and employees on the representation of either of them or of its own motion or on a reference by the State Government and bring about their settlement. If in any dispute, a settlement is reached by mutual agreement, a Memorandum of the settlement should be drawn up by the Board and signed by the parties, a copy of the settlement being sent to Government. If no settlement is reached, the Board should send a full report of the facts of the case and its findings to Government.

Fortnightly Wage Payments: Attitude of Textile Labour, Bombay.

The question of the wage payment periods has recently been engaging the attention of the Millowners' Association, Bombay. It will be recalled that the Royal Commission on Labour dealing with periods of wage payment has recommended that employers should adopt a system of weekly payment. (See pages 236 to 242 of the Whitley Report). The action taken up-to-date by the Millowners' Association, Bombay, in this respect and the replies given by some of the textile labour unions of Bombay in the course of an enquiry as to the advisability of instituting a system of fortnightly wage payments are summarised below:-

The suggestion to pay wages every fortnight in Bombay mills has been before the Committee of the Bombay Millowners' Association since 1924, when it was made by Sir Leslie Wilson, the then Governor. The Committee accepted the principle and formulated a scheme for the fortnightly payment of wages, but on a reference being made to the operatives themselves, it was found that they were opposed to the innovation. In January 1930, the question came up for discussion again before the Committee when they were asked by their Labour Sub-Committee to consider the advisability of discussing the proposal with the representatives of Labour. The Committee were then of the opinion that the introduction of the system presented no insuperable difficulties and suggested that the principle of such payment might be accepted as a concession to labour on the acceptance by their representatives of the revised Standardisation Scheme and the Standing Orders and that the system might be introduced at the same time. In May 1931, the suggestion was once again made in a report by the Managers' Sub-Committee as one of the means which, in their opinion, would alleviate working-class indebtedness. No action was taken by the Committee owing to the impending publication of the Royal Commission's Report.

The Special Sub-Committee appointed to examine the Royal Commission's Report also urged the Committee to recommend the adoption of fortnightly payment of wages and it was suggested that the Association should make its position clear to Government that it was ready and anxious to introduce this reform, if the Unions and workers would not oppose it. There was some doubt expressed as to the attitude of labour towards the proposal and it was decided to request Mr. Gennings, the Director of Labour, to ascertain the views of the various unions in regard to this recommendation.

The results of the enquiries made by the Director, Labour Office, are now available. As a result of the enquiries it is understood that only one Union with a membership of 5,430, is in favour of the system of fortnightly payment. Another Union with 56 members, favours weekly payment. The remaining three Unions with a total ~~number~~ membership of 803, are in favour of the continuance of the present system of monthly payments. From certain personal enquiries made by the Lady Investigators of the Labour Office, it is also learnt that the majority of mill workers are not in favour of fortnightly payments.

(Summarised from a Note on the subject published in the Printed Excerpts from the Proceedings of the Committee of the Bombay Mill-Owners' Association, for May 1932. The Committee has intimated that the information is not intended for publication in the press).

Railway Strike Situation: Majority of Unions

Ballot for Strike.

At pages 14 to 16 of the report of this Office for May 1932 reference was made to the progress made in the ballot on the issue whether the All India Railwaymen's Federation should declare a general strike of all railway employees in India if the representations made by the Federation with regard to the recent drastic retrenchment measures did not evoke a favourable reply from the Railway Board, and to the fact that, while six out of the twelve unions affiliated to the Federation had already voted in favour of the ~~the~~ proposed general strike, the date for ~~the~~ closing of the ballot had been extended to 15-6-1932 to enable the remaining Unions also to record their decision on the issue. The progress of events in respect of this matter during June 1932 are summarised below:-

On 6-6-1932 the Government of India issued a lengthy communiqué giving a detailed account of the findings of the Court of Enquiry and the action taken by the Government of India on the Report issued by the Court. The following are the main points made out in the

communiqué:-

It is pointed out that the main recommendation of the Court ~~is~~ is regarding the reinstatement of 80 men named in List A appended to paragraph 266 of the report and the re-examination of 68 other cases with a view to the reinstatement of deserving persons. In this connection, the Government of India have instructed the Agents of the State-managed Railways, and invited the Agents of the Company-managed Railways, to reinstate such employees who were discharged or demoted as a measure of retrenchment as are named in List A, whether vacancies exist or not, and to investigate the instances mentioned in List B with a view to a similar action being taken in respect of deserving cases. They desire, however, to make it clear that they had accepted this recommendation, not on the merits of each case, but ~~on~~ out of a desire to give effect to the recommendations made by the Court as far as possible.

The Government of India are prepared to arrange for the inclusion of workshop employees in the waiting lists, but in this connection they desire to make it clear that the prospects of re-employment of such employees are extremely remote. They are unable to accept the tentative suggestion that "it would probably be just to retain" on the waiting lists men who were discharged as being "least efficient", since in their view it is not in the public interests that men should be reinstated who have been discharged on grounds of inefficiency or least efficiency.

As regards the resumption of retrenchment of the staff surplus to requirements, the Government of India have now finally considered the question, and in view of the continued serious decline in the volume of traffic and other operations, they have had reluctantly to authorise the resumption of retrenchment of the staff surplus to requirements. The recognised Unions will be advised of the number of employees of each category in each department or division and workshop, which it is intended to discharge, if and where such number is considerably in excess of the number previously advised to them, with a view to any representations which ~~is~~ they make within a fortnight being considered by the Administrations before discharging the additional number of employees.

The Government of India have given careful consideration to the recommendation of the Court that the surplus employees should be discharged in accordance with the simple rule of length of service within each appropriate unit. They believe that the retrenchments already made have gone far in eliminating the inefficient. Having regard to this consideration, they have decided to accept the recommendation of the Court so far as the retrenchment now authorised is concerned, subject to such adjustments as may be necessary to maintain the proportions of the various communities approximately at the level at which they stood prior to retrenchment.

With a view to reducing the number of employees to be discharged, steps have already been taken to allow voluntary retirements on terms similar to those allowed to men discharged.

The Government of India are examining the suggestions made by the Court regarding the difficulties in the interpretation and application of the Trade Disputes Act, 1929.

Reviewing the above communiqué issued by the Government of India, Mr. Jamnadas Mehta, President, All India Railwaymen's Federation, in the course of an interview given to the Times of India on 10-6-32 stated that the communiqué was not calculated to ^{have} put oil on the troubled waters of aggrieved railway labour and pointed out that the time chosen for the issue of the communiqué was somewhat unfortunate, as within a week of its issue the Railway Board were to have their half-yearly meeting with the Railwaymen's Federation, and at that meeting, the report of the Court was to be one of the items for discussion. He said that to meet the Railwaymen's Federation with a fait accompli after having put this item in the agenda, was not a very edifying gesture for peace.

On 14-6-1932 the General Secretary of the All India Railwaymen's Federation issued the following press communiqué announcing that a majority of the Unions of the Federation had balloted for a general strike:-

The General Council of the Federation met for two days in Simla to consider the retrenchment situation. Two more unions having communicated the ballot results, the requisite two thirds majority authorising the federation to declare a general strike on railways has been obtained now. The president and the council are vested with all powers, including that of giving notice under the Trades Disputes Act, collecting funds, and making the necessary preparations. The Railway Board is expected to reply today to the Federation's demands.

On 13 and 14-6-1932, the 5th half-yearly meeting between the All India Railwaymen's Federation and the Railway Board took place at Simla and one of the most important subjects on the agenda was the question of retrenchment on railways. At the meeting, the representatives of the Federation communicated ^{their} ~~its~~ regret to the Railway Board that the Government of India should have issued a communiqué on June 6 authorising the retrenchment of 8,000 more men when the re-

reinstatement of 40,000 already retrenched was still the principal demand of the Federation. The delegation made two suggestions to the Railway Board, namely, (1) short time, by introducing compulsory leave to all staff by rotation with or without pay or half pay not ~~exceeding~~ extending over one month in a year; and (2) reinstatement of discharged men by borrowing from the Railway Depreciation Fund. The Federation intimated the Board that if, unfortunately, a solution could not be found on these lines, the Federation had no alternative but to act on the mandate obtained by the favourable result of the ballot. ~~At~~ this stage, the Chairman of the Railway Board, Sir G. Russell, said that he would communicate this submission to the Government and send a reply later. (Fuller details of the 5th half-yearly meeting of the All India Railwaymen's Federation with the Railway Board, are given in the section of this report "Industrial Organisation").

The strike situation, in view of the fact that the requisite two-thirds majority has been obtained for a general strike, has reached a most acute state. The leaders of the All India Railwaymen's Federation are, however, holding their hands for the moment, as they think precipitate action will result in more harm than good. Further, though the General Council of the Federation to whom the results of the ballot were reported had resolved on ~~16-6-1932~~ 16-6-1932 that the Council of Action was now entirely seized of the question of the General Strike and the necessary action to be taken in connection with it, it is likely that a final decision on the question of resort to a general strike will be made only after fuller discussion of this momentous issue have taken place at the meetings of the Trade Union Unity Conference and the All-India Trade Union Federation which are scheduled to take place in Madras on the 14th and 15th ~~and 15th~~ July and 16th and 17th July 1932 *respectively*.

Industrial Organisation.

Employers' Organisations.

Police Protection during Strikes: Liability of Employers.

An interesting point as to who should meet the cost of additional police drafted, at times of labour strikes, for protection of industrial areas, is raised in the report for 1931 of the Committee of the Bengal Chamber of Commerce. The report states that the attention of the Chamber was called to a case in which, under a threat of attachment of their property, an industrial concern was compelled to pay out a considerable sum of money to a local Government on account of additional police drafted, at the time of a labour strike, into the area where the concern's works were situated. The amount was claimed under section 14 of the Police Act, V of 1861, which is in the following terms:-

Whenever any railway, canal or other public works, or any manufactory or commercial concern shall be carried on, or be in operation in any part of the country and it shall appear to the Inspector-General that the employment of an additional police force in such place is rendered necessary by the behaviour or reasonable apprehension of the behaviour of the persons employed upon such work, manufactory, or concern, it shall be lawful for the Inspector-General, with the consent of the local Government, to depute such additional force to such place and to employ the same so long as such necessity shall continue, and to make orders from time to time, upon the person having the control or custody of the funds used in carrying on such work, manufactory or concern, for the payment of the extra force so rendered necessary and such person shall thereupon cause payment to be made accordingly.

The industrial concern in question represented to Government that their labour was perfectly peaceful, and that any disturbance rendering additional police necessary was due to people not in their employ. Their contention was that the section applied to the behaviour or reasonable apprehension of the behaviour "of the persons employed" by the concern, and that in point of fact no person who had ceased

work without notice and gone on strike could be held to be a person employed within the meaning of the section. The Manager of the concern had, indeed, ~~he~~ specifically asked for police to be posted inside the works for the protection of certain machinery, and for this protection the concern was perfectly willing to pay. But they contended that they could not be held responsible under the section for the expense of drafting additional police into the neighbourhood, the reason for this being the protection of the district at large.

The Committee considered that the attitude adopted by the local Government in question — the Government of Bihar and Orissa — was not justified, and that, in order to obviate any further similar application of section 14 to the prejudice of an employer, representations should be made to the Government of India with a view to having the section amended; for it seemed to them to be ~~a~~ clear that the section is now completely out of date and entirely unsuited to modern conditions.

They accordingly brought the matter before the Associated Chambers of Commerce of India and Ceylon and a resolution in the following terms was unanimously adopted at the annual meeting of the Association in December 1931:

This Association considers that section 14 of the Police Act of 1861, and that sections of local Acts with similar provisions, are unsuited to present day conditions inasmuch as financial responsibility is imposed thereby upon employers of labour in circumstances under which such responsibility cannot reasonably be attached to them. The Association is accordingly of opinion that the sections should be repealed. *(Pages 83-84 of the Report of the Committee of the Bengal Chamber of Commerce for the year 1931. Vol. I.)*

The Printed Abstract of Proceedings of the month of May 1932 of the Bengal Chamber of Commerce states that the resolution was brought to the notice of the Government of India and of the Provincial

Governments, and the Government of India have now replied to the Associated Chambers. ^{(The Government of India).} They state that they have given their careful consideration to the resolution and to the arguments with which it was supported. They regret that they are unable to accept the general proposition that the provisions of the law in question are unsuited to the present day conditions — as was urged by the Associated Chambers — or to agree that the powers should be withdrawn: but they have addressed local Governments on the subject and they say that they are ~~sure~~ confident that the powers will not be exercised without full consideration of all the circumstances.

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Industrial Organisation.

Workers' Organisation.

Progress of Trade Unionism in India, 1930-31.*

The following information regarding the progress of the trade union movement in India during 1930-31 is taken from the Note on the Working of the Indian Trade Unions Act, 1926, during the year 1930-31, with comparative statistics for the years 1929-30 and 1930-31, published by the Government of India.

Registered and Unregistered Trade Unions.- The statistics given below relate only to trade unions which are registered under the Indian Trade Unions Act of 1926. The registration of trade unions in India is not compulsory and there are still a large number of unions which apparently think that the benefits of registration are not a sufficient return for the obligations which are imposed on registered trade unions by the Act. Thus, in Bombay, according to the Labour Gazette for February 1932, the total number of unions in the Bombay Presidency in December 1931 was 95 with a membership of 1,03,754, out of which only 38 unions with a membership of 65,405 were registered. 28 unions were known to be in existence in Burma in 1930-31, of which only one was registered. In the Delhi province, out of 18 trade unions (including employers' associations) in 1930-31 only 4 had been registered. It has also to be mentioned that out of 119 unions registered in India statistics are available for the year under review only in respect of 106 unions.

Difficulty in getting returns.- Under section 28 of the Act, every registered trade union is required to send annually to the Registrar of Trade Unions of the Province a general statement of all receipts and expenditure during the year together with such other particulars as may be prescribed. The report states that the Registrars continued to experience considerable difficulty in securing compliance by officials of registered trade unions with the statutory requirements. The Madras report, for example, points out that several of the unions submitted their returns in proper form only after considerable delay and that one union submitted only an unaudited statement of accounts and stated that the other particulars required in one of the prescribed returns could not be submitted as the union had not been in working condition for some time. A complaint is recorded by the Registrar of Trade Unions in Bihar and Orissa that of three registered unions only one submitted the annual return for the year under review. It is stated in the Punjab report that great difficulty was again experienced during the year in collecting the annual returns. The Bombay report noted that out of 39 unions from whom the returns were due only 11 submitted their returns by the prescribed date.

* Note on the working of the Indian Trade Unions Act, 1926, during the year 1930-31 with comparative statistics for 1929-30 and 1930-31. Calcutta: Government of India Central Publication Branch, 1932. Price Re.1 As.2 or 2s. pp.11.

Number and Membership of Registered Unions. There were 119 registered unions at the close of the year under review with a membership of 219,115, as compared with 104 unions and 242,355 members on the 31st March 1930. There has been an increase in the number of unions registered while the number of members of the unions have decreased. Of the 119 unions only 106 submitted returns. Undue reliance should not, however, be placed on the figures for membership, as in some cases unions are apt to retain on their lists members who have ceased to pay subscriptions or to take any active part in the activities of the unions. Increases in the number of unions registered were in Ajmer-Merwara, Bengal, Delhi, Madras, the Punjab and the United Provinces, the greatest increase being in Bengal where the number of registered unions rose from 19 ~~in~~ in the previous year to 24 at the end of the year under review, while the membership of registered trade unions in the Presidency rose from 55,268 to 73,956.

Trade Union Activity in different trades.- Railways show the largest number of registered trade unions in the various groups, the number being 28 with a total membership of 127,689 as compared with 159,444 in 1929-30. Next come the following:- Unions in the textile industry with 16 unions and 19,153 members (as compared with 10 unions and 16,183 members in 1929-30); Unions of municipal workers numbering 10 with 3,094 members; unions of Dock and Port Trust workers numbering 6 with 5,458 members; seamen's unions numbering 5 with 46,094 members (as compared to 3 unions and 37,121 members in 1929-30); unions of printing press employees numbering 5 with 2,534 members and unions of tramway employees and engineering workshop employees numbering 3 each ~~with~~ with 2,148 and 812 members respectively, while there were 30 miscellaneous unions with an aggregate membership of 12,133.

The following table shows the number and membership of registered trade unions in various provinces as on the 31st March 1930 and on the 31st March 1931:-

Province	Number of registered trade unions		Total membership of the unions from which returns were received		Increase + Decrease -
	on 31-3-30	on 31-3-31	on 31-3-30	on 31-3-31	
			(a)90	(a)106	
Ajmer-Merwara	1	2	1,745	1,779	+34
Assam	..	..	..	..	..
Baluchistan	..	..	..	..	..
Bengal	19	24	55,268	(b)73,956	+18,688
Bihar and Orissa	3	3	24,685	(c) 36	+ 36
Bombay	38	38	94,665	(d)75,214	-19,451
Burma	1	1	100	106	+ 6
Central Provinces	7	7	3,499	4,331	+ 832
Coorg	...	..	..	..	..
Delhi	2	3	2,676	(e)4,043	+ 1,367
Madras	12	17	45,346	(f)36,876	- 8,470
North-West Frontier Province	..	..	..	..	..
Punjab	16	18	26,318	(g) 9,931	-16,387
United Provinces.	5	6	12,743	12,843	+ 105
Total	104	119	242,355	219,115	23,240

- (a) These figures denote the number of unions from whom the returns required under the Indian Trade Unions Act were received.
- (b) Excludes figures for 1 union which were not received and for 2 unions whose returns were rejected.
- (c) Excludes figures for 2 unions which were not received.
- (d) Excludes figures for 3 unions which were not received.
- (e) Excludes figures for 1 union which were not received.
- (f) Excludes figures for 1 union which were not received.
- (g) Excludes figures for 3 unions which were not received.

Size of Unions.- Of the 106 unions from which returns were received, 4 had membership over 20,000 (93,163 members), 2 between 10,000 and 20,000 (28,862), 5 between 5,000 and 10,000 (32,278), 8 between 2,000 and 5,000 (22,900), 14 between 1,000 and 2,000 (19,009), 15 between 500 and 1,000 (11,093), 17 between 300 and 500 (6,419), 26 between 100 and 300 (4,746) and 15 below 100 (645).

General Progress during 1930-31. - According to the report, the trade union movement does not appear to have made any marked progress in India during 1930-31. It is possible that the financial stringency which prevailed during the year made the average worker less inclined to pay the subscription involved in the membership of trade unions. The report for the Delhi Province states that many trade union workers joined the civil disobedience movement under the delusion that the aims and objects of the Indian National Congress were identical with those of trade unions, with the result that a definite setback to the progress of trade unionism occurred, most of the workers having spent their energy in the Congress campaign to the neglect of trade union activities. The Bengal report states that there was some evidence of internal dissensions in the unions representing seamen in that Presidency and in a railway union. The Punjab report complains of a setback in the development of the movement caused by the lack of co-operation among certain of its leaders.

Organisation of women workers.- The report states that, organisation among women workers has made little progress in India and there has been a slight decline in numbers, in the year under review as compared with 1929-30, the number of women members of registered trade unions having decreased from 3,299 to 3,151.

General and Political Funds.- The income and the closing balance of the general funds of registered trade unions for the last four years were as follows:-

<u>Year.</u>	<u>Income during the year.</u>	<u>Balance at the end of the year</u>
1927-28	Rs. 163,581	Rs. 160,578
1928-29	Rs. 316,863	Rs. 294,301
1929-30	Rs. 432,638	Rs. 311,765
1930-31	Rs. 407,379	Rs. 377,189.

These figures show satisfactory progress. ~~in this direction.~~ Although the income of these unions during 1930-31 was less than that accruing in 1929-30, the year closed with an ~~increase~~ increase in the total balance by Rs. 65,424 as compared with 1929-30. The receipts for 1930-31 give an average income of Rs. 3,842 per union and of Rs. 1-13-8 per member as compared with Rs. 4,973 and Rs. 1-13-7 respectively in 1929-30. The National Union of Railwaymen of India

and Burma, Bombay, continued to be the only registered union which maintains a separate political fund under section 16 of the Indian Trade Unions Act. The amount collected by the Union for this fund was Rs. 947 during the year, while the expenditure was only Rs. 32-12-0.

(The Note on the Working of the Indian Trade Unions Act during 1927-30 was reviewed at pages 38-42 of the Report of this Office for January 1932).

A.I.T.U. Federation - To Meet at Madras on 16 & 17-7-32.

Mr. R.R.Bakhale, the General Secretary of the All-India Trades Union Federation, has sent a circular to all affiliated Unions that the Federation will meet in Madras on ^{the} 16th & 17th July 1932, with Mr. V.V.Giri as President. As had been already reported, the Trade Union Unity Conference, which was to have met in Bombay on 23 & 24th June 1932 and which has been postponed owing to the disturbed conditions prevailing in Bombay (vide page 26 of the report of this Office for May 1932), will meet at Madras on 14th & 15th July 1932. The leaders of the A.I.T.U. Federation are hopeful that the holding of the Unity Conference on dates immediately prior to those of the Federation may be of advantage to it.

(A special report regarding the proceedings of both the Trade Union Unity Conference and the meeting of the A.I.T.U. Federation will be sent to Geneva well ahead of our next monthly report).

All-India Railwaymen's Federation's 5th Half Yearly
Meeting with Railway Board, 13 and 14-6-32, Simla.

The fifth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation was held on 13 and 14-6-1932 at Simla. The deputation from the Federation included, besides one representative of each of the Unions affiliated to the Federation, Messrs. Jamnadas Mehta, S.C.Joshi and V.V.Giri, President, Vice-President and General Secretary, respectively, of the Federation.

The proceedings opened with a speech by Sir Guthrie Russell, Chief Commissioner of Railways, in which he welcomed the delegates. He referred to the Government of India's communiqué, dated June 6, 1932, authorising the resumption of staff retrenchment, which had been suspended in July last. He referred also to the supplementary instructions issued by the Railway Board on 11th June 1932, advising Agents of Railways to consider the adoption of various expedients suggested for spreading ~~the~~ work with a view to minimising the number of discharges and allowing to the men discharged terms which, viewed as a whole, were more favourable than those allowed last year.

The agenda of the meeting was a very heavy one. The following is a list of the more important points that came up for discussion at the meeting:- (1) Retrenchment measures adversely affecting the staff such as discharges, short time, wage cuts, etc., and the report of the Court of Inquiry; (2) Hardship occasioned by the new rosters introduced under the hours of employment regulations; (3) Heavy reductions made in the emoluments of certain employees in the course of retrenchment, amounting in some cases to as much as 70 per cent.; (4) The terms allowed to discharged employees; (5) Stoppage of recruiting as an alternative to discharges; (6) communal

representation on railways; (7) The need for retrenchment in higher paid cadres of railway service; (8) Compulsory leave without pay or on half pay by rotation in preference to discharges; (9) Possibility of further retrenchment being avoided by borrowing from ^{the} depreciation fund; ^{and} (10) The Whitley proposals for settlement of disputes.

Below are given summaries of the replies given by the Railway Board ~~and~~ ^{on} the principal issues raised by the All India Railwaymen's Federation:-

Retrenchment Measures adversely affecting the Staff.- In discussing the subject of retrenchment measures adversely affecting the staff such as discharges, short time, wage cuts, etc., and the report of the Court of Inquiry, Mr. Jamnadas Mehta commented on the findings of the Court of Inquiry regarding the retrenchment made last year. With regard to the first term of reference, viz., whether the retrenchment had imposed improper conditions of work on the staff still employed, Mr. Mehta referred to the finding of the Court that more work had undoubtedly been imposed on gangmen in the Engineering Department.

The Board replied that in consequence of a decrease in the volume and density of traffic the track required a smaller number of gangmen for its upkeep, and it was therefore possible to enlarge their beats. In this connection the Board drew attention to the fact that the Court had definitely stated that it did not consider that the conditions imposed thereby were improper.

Hardship caused by new rosters introduced under the hours of employment regulations.- Re. the hardships caused by new rosters introduced under the hours of employment regulations, Sir G. Russell observed that cases of hardship were being investigated by inspectors of labour with a view to making the necessary adjustments and that any instances of rosters under which weekly hours of work had been appreciably increased or real hardship otherwise caused which the Federation could cite would be carefully considered.

Stoppage of Recruiting as Alternative to Discharges. - Re. this point the Board agreed on the representation of the Federation to consider any instances which the Federation might be able to quote, in which on State-managed Railways outsiders were appointed in preference to suitable men discharged as a result of the economy campaign.

Retrenchment in Higher Paid Cadres.- Re, this subject, Sir G. Russell said that the Railway Board had ordered a total reduction including posts held in abeyance, of 12 138 posts in the gazetted cadres of the state-managed, and of 70 in the superior cadres of the company-managed railways, representing approximately 10 per cent.

and 8 per cent. respectively of the total cadres.

Borrowing from Depreciation Fund.- Mr. Jamnadas Mehta referring to the further retrenchment authorised in the Government of India communiqué dated 6th June, observed that considerable savings had already accrued in the wages bill of the lower paid staff by the triple means of last year's retrenchment, wage cut and normal wastage. Should further retrenchment be still necessary, the position could be met by borrowing from the depreciation fund.

The Chief Commissioner mentioned that, to the best of his recollection, the proposal had been discussed last year, and that the Railway Board considered that borrowing from the depreciation fund for such a purpose was unsuitable for a commercial undertaking like railways. He further pointed out that the railways had borrowed 45 millions from the depreciation fund in 1931-32, and had budgeted for a loan of 75 millions in the current year for the same purpose. With the further serious decline in the railway earnings during the first two months of the current financial year, it could not be said, at present, that heavier borrowings would not be required. The Chief Commissioner agreed ^{with} the request of the Federation to issue in due course, a statement showing the extent to which other expedients were adopted as an alternative to discharges in the further retrenchment.

Compulsory Leave by Rotation.- In this connection, Mr. Mehta again stressed the grant to the extent required of compulsory leave without pay or on half pay by rotation in preference to discharges. When the Board pointed out that this would be tantamount to a further wage cut, Mr. Jamnadas Mehta said that he preferred it as the lesser of the two evils.

Sir G. Russell ~~pm~~ explained at length the limitations of this method and the administrative difficulties incidental to it, but agreed to bring prominently to the notice of the Railway administrations the special importance attached to it by the Federation and to commend it for adoption as far as practicable, so far as retrenchment at present contemplated was concerned.

Whitley Proposals re Machinery for Settlement of Disputes.- Mr. Jamnadas Mehta asked that early steps be taken to give effect to the recommendations of the Whitley Commission for the institution of a joint standing machinery for the settlement of disputes which, in the opinion of the Federation, was calculated to promote industrial peace on railways.

The Chief Commissioner said that this recommendation was under consideration, and agreed to give the Federation a further opportunity of expressing their views on the matter.

The Strike Ballot: Federation's Assurance to Board.- At the end of the meeting, Mr. Jamnadas Mehta referred to the strike ballot and said that the Federation had a mandate for direct action, but

~~that they~~ would await the Railway Board's decision on the two major suggestions relating to compulsory leave by rotation and borrowings from the depreciation fund with the object of reinstating employees discharged last year, and avoiding further discharges, before taking a final decision. He assured the Railway Board that the Federation was most anxious to avoid precipitate action, and said that he hoped that they would not be driven to acting in pursuance of the mandate ~~which~~ the ballot had given them. In conclusion, he thanked the Railway Board for the ~~xxx~~ courteous and patient hearing granted to the deputation.

~~Postal and R.M.S. Conference.~~12th Session of A.I. Postal & R. M. S. Conference, Calcutta, 1932.

The 12th session of the All-India Postal and R.M.S. Conference was held at Calcutta on the 18th & 19th June 1932 under the presidency of Mr. Muhammad Azhar Ali, Advocate, M.L.A. Meetings of the Council of the All-India Postal and R.M.S. Union were held on the 17th & 18th June 1932. The following were some of the more important items on the agenda of the meeting of the Council of the All-India Postal and R.M.S. Union:- (1) Preparation of the Agenda for the 12th session of the All-India Postal & R.M.S. Conference. (2) Adoption of the Annual Report^{for} 1931-32 (A brief summary of the Report is given elsewhere in this report). (3) Budget and Finances. (4) Reorganisation: (a) Propaganda, (b) Settlement of Communal Disputes, and (c) Registration of the Union (5) Amendment of Rules of the Union, and (6) Resolutions.

The principal issue which engaged the attention of the 12th session of the Conference was the split along communal lines in the All-India Postal and R.M.S. Union by which the Muslim Members have withdrawn from the Union and have formed a separate communal union.

The following is a summary of the main points dealt with in Mr. Azhar Ali's presidential address:-

Retrenchment in Postal and Telegraphic Departments. Referring to this subject, Mr. Azhar Ali said that the Indian Retrenchment Committee of 1922-23 under the chairmanship of Lord Incheape, had remarked in their report that the number of officers employed in the Postal Department had increased during 10 years by 32 per cent.

from the figures for 1913, while the number of lower staff had increased only by 17 per cent., and also that the Telegraphs Department was over-staffed. The Committee had made certain recommendations to reduce the number of officers in the Postal Department.

Mr. Azhar^{Ali} said that these recommendations were not acted upon as yet by the Government and that extravagance due to the maintenance of excess staffs in the Departments had acted prejudicially to the interests of lower paid employees in that many were retrenched on the plea that the Department was working at a loss.

Communal Unions. - The President next turned his attention to communal unions and remarked that besides the A.I. Postal and R.M.S. Union, there were no less than a dozen other sectional, communal or sectarian Associations or Unions or Sabhas of Postal and telegraph employees in India and Burma. Deploring the want of union evinced by these separatist unions, Mr. Azhar Ali made a strong appeal to them to unite with the A.I. Postal and R.M.S. Union and thereby to have a strong central union. He laid particular emphasis in the course of his speech on the recent split on communal lines in the A.I. Postal and R.M.S. Union by which a large number of the muslim members have seceded from the parent body and have formed themselves into a union called the "All India Muslim Postal and R.M.S. Union". Mr. Azhar Ali advanced many reasons to show that this move of the Muslims was prejudicial to the advancement of organisation among the employees of the Postal and R.M.S. Department and made a special appeal to the Muslim Union to co-operate with the parent union.

The following are some of the more important resolutions passed

by the Conference:-

Communal Unions. - While reiterating the policy of the All India (including Burma) Postal and R.M.S. Union and its affiliated provincial, divisional, and district branches viz., "Communalism" as such shall receive no countenance from the Union in any shape or form and that the Union shall always strive to achieve the aims and objects of the Union as laid down in the constitution for the benefit of all classes of Postal and R.M.S. employees without any regard to creed, community or caste, this Conference takes note of the feeling of apprehension in the minds of certain Muslim and Sikh members of the Union.

With a view to remove all apprehensions, this Conference resolves that the following conventions for the representation of the Muslim and Sikh members be established and rigidly adopted while electing office-bearers and members of the Executive Committee:-

1.a. The number of the Council members of the All India Union and the provincial, district or divisional Unions representing the Muslim community, shall be according to the proportion of members of the Muslim community plus an addition of 15 per cent subject to a minimum of one. In the event of the requisite number representing the Muslim community not being returned as a result of the elections, the Council of each Union will co-opt such number of members representing the Muslim community.

(b) That the number of Council members representing the Sikh Community in the Punjab Provincial Union and divisional and district branches affiliated to it shall be according to the proportion of number of members of the Sikh community of the Union plus an addition of 15 per cent subject to a minimum of one.

(c) That the conventions 1 and 2 above shall not apply when the representatives of the Muslim and Sikh community duly elected in the ordinary elections is 25 per cent or over.

(d) Among the office-bearers of the All-India Union there shall be at least one office-bearer representing the Muslim and the Sikh community each.

(e) Among the office-bearers of the Punjab Provincial and Divisional and District Unions affiliated to it there shall be at least one office-bearer representing Muslim and the Sikh community each.

(f) That among the office-bearers of all provincial, divisional and district Unions other than those in the Punjab there shall be at least one office-bearer representing the Muslim community.

II. The principle embodied in the first convention shall also be applied in the election of delegates to the various Conferences.

Reduction in Staff. - This Conference views with alarm the proposal to reduce the staff in the Post offices and R.M.S. and feels that the reduction in traffic, if any, is only temporary due to present world-wide trade-depression, and to the recent increase in Postal rates, causes which would soon disappear, and it, therefore, urges upon the Government to stop retrenchment in staff.

Cut in Salary. - This Conference strongly protests against the orders of the Government imposing a cut in salary of all employees of the Post Offices and R.M.S. and thus meeting out a differential treatment to them as compared with the employees of other departments of the Government of India, except Railways, and urges upon the Government to modify their orders so as to exempt the salary upto Rs. 100/- from the cut and to have a graduated cut on salaries above Rs. 100/-.

Office Bearers for 1932-33. - This Conference elects the following office-bearers; ~~Ex~~ Mr. Azhar Ali, M.L.A. President; Mr. S.C.Mitra, M.L.A. Vice-President; Mr. M. Abdur Rahman Khan - Vice-President; Mr. N.S.Sen Gupta - General Secretary; Pandit M.L. Topa - Honorary Secretary; Messrs. B.Sadiram, Gurbux Singh, Inus Mirza - Assistant Secretaries; and Mr. A.N.Vaid - Treasurer.

(Summarised from pages 249-268 of the June 1932 issue of Indian Post, Vol.III, No. 6)

(A review of the proceedings of the 11th session of the A.I. Postal and R.M.S. Conference was given at pages 38-39 of the October 1931 Report and pages 25-26 of the November 1931 Report of this Office.)

Progress of A.I. Postal & R.M.S. Union, 1931-32.

The following information about the progress of the All India Postal and R.M.S. Union during 1931-32 is extracted from the Annual Report for 1931-32 presented to the 12th session of the A.I. Postal & R.M.S. Conference held at Calcutta on 18 & 19-6-1932 under the presidentship of Mr. Azhar Ali, M.L.A. (The full text of the Report is published at pages 193-206 of "Labour", the Official organ of the A.I. Postal & R.M.S. Association, Bengal and Assam Circle, of June 1932 - Vol. XII, no.5).

Review of 1931-32. - Reviewing the progress of the Union during 1931-32, the report says:-

The year 1931-32 was the most critical in the life of the Union and of the Postal and R.M.S. employees in India and Burma. All the energy and resources of the Union were employed to safeguard the interests of the employees against ~~such~~ drastic retrenchment, but the reasonable representations made by the Union were ignored both by the Posts and Telegraphs Retrenchment Advisory Sub-Committee and the Government, and drastic measures were adopted to effect economy in the Department. The delegates assembled at the Eleventh Session of the All India (including Burma) Postal and R.M.S. Conference held at Delhi in November 1931 were astounded by the reactionary recommendations of the Sub-Committee and the unfavourable decisions of the Government, and in despair decided to issue a Referendum to ascertain the views of the members as to the steps to be taken to convince the Government of the unreasonableness of the measures of retrenchment decided upon. The action of the Union in connection with the Referendum created misunderstandings with the Government, and official recognition of the Union and all its branches was ultimately withdrawn. Through the tactful handling of the situation by the Council of the All-India Union and the friendly intervention of some of the distinguished members of the Legislative Assembly, official recognition was subsequently restored, but not before a serious damage was done to the organisation by the suspension of the harmonious relationship between the Union and the Government and the authorities. The Muslim Communal organisation started in 1930-31 not only created a serious handicap to the Union in fighting unjust retrenchment, but made every endeavour to injure the Union by misrepresentations of its activities.

Representation of Grievances. - According to the Report, during the year 55 specific grievances relating to conditions of service of members of the Union were taken^{up} by the Union with the authorities concerned. The Report states that though some of the minor grievances represented were redressed, the decisions with regard to important grievances were far from satisfactory.

Efforts to Combat Retrenchment Proposals. - According to the report, the main preoccupation of the Union during the year was the campaign initiated to prevent measures of retrenchment, both in respect of pay and personnel, proposed by the Posts and Telegraphs Retrenchment Advisory Sub-Committee. The General Secretary of the Union had a series of interviews with the Director-General of Posts

and Telegraphs on this subject. Further, a comprehensive memorandum embodying the Union's case against retrenchment was presented to the Retrenchment Sub-Committee in July 1931. (See pages 47-48 of August 1931 report of this Office). Vigorous campaigns against retrenchment were conducted during the year by all the Provincial Unions affiliated to the A.I. Postal & R.M.S. Union. Despite these demonstrations, the following reductions in salary were announced by the Government of India:-

- (1) Not exceeding Rs.30/- per month $\frac{1}{2}$ anna in the rupee for every complete Rupee.
- (2) Exceeding Rs.30/- but not exceeding Rs.83-5-4 per month 1 anna in the rupee.
- (3) Exceeding Rs. 83-5-4 per month 10 per cent.

The report states that besides the salary cuts adopted by the Government on the recommendation of the posts and Telegraphs Retrenchment Advisory Sub-Committee, the future prospects of the employees have been rendered gloomy by the reduction of a large number of selection grade appointments, discharge and compulsory retirement of officials to facilitate the rapid increase of lower division appointments, retrenchment of staff to cope with the temporary fall in traffic and by absorption of the surplus telegraphists in the combined offices. The Union has submitted representations on all these points and is hopeful that they will receive sympathetic consideration of the Director-General.

Membership Figures. - The following table shows the membership of the Union and its distribution among different classes of employees as on 1-3-1932:

<u>Name of Province</u>	<u>Numerical strength</u>		<u>Total</u>
	<u>Clerks, Sorters and above</u>	<u>Below clerks and Sorters</u>	
Bengal & Assam	2512	3512	6024
Bihar & Orissa	Not shown	Not shown	1636
Bombay	3264	399	3663
Burma	652	348	1000
Central Circle	995	1,399	2394
Delhi	163	Nil	163
Madras Circle	2806	2,736	5542
Punjab & N.W.F.	Not shown	Not shown	2011
Sind & Baluchistan	do	do	321
United Provinces	do	do	1718
D.G.P. & T. Ministerial Staff Union	100	Nil	100
			24,472

Financial Situation. - The balance in hand in the beginning of the year was Rs.2481-14-9. The total income during the year was Rs. 10,118-12-0 and the total expenditure amounted to Rs. 10,535-4-9. The total amount of arrears due from Provincial Unions upto 31-3-1932 was Rs. 9,015-4-6.

(Summarised from the Annual Report of the All India Postal and R.M.S. Union published at pages 193-206 of "Labour", the Official organ of the Postal and R.^M.S. Association, Bengal and Assam Circle, for June 1932 - Vol XII, No.5).

Economic Conditions.Jute Crisis Settlement: Truce till August 1933.

At pages 33 to 34 of the report of this Office for May 1932 reference was made to the crisis that has arisen in the jute industry of Bengal owing to the recalcitrant attitude adopted by the managements of certain jute mills in respect of the agreement sponsored by the Indian Jute Mills Association re reduced working hours in jute mills. It was also stated that the Government of Bengal was best~~ing~~ing itself in the matter of effecting a settlement of the dispute which threatened to sap the very foundations of the premier industry of Bengal. According to a message dated 11-6-1932 ^{from} to the Calcutta Correspondent of the Times of India and published in the Times of India of 14-6-1932, the long drawn out jute mill dispute was brought to a settlement in the second week of June, mainly owing to the exertions made in this behalf by the Government of Bengal. According to the paper, the signature of the last resisting non-Association mill has been obtained for the agreement, which is to be in force for a period of eleven months from August 1932. As a result of the settlement, the market-boycott of the non-Association mills has been lifted and a number of minor matters has been adjusted. According to the terms of the settlement, working hours will, in the majority of mills, continue to be forty per week and fifteen per cent. of the machinery will be sealed. The non-Association mills and one or two of the smaller members of the Association will work fifty-four hours with a full complement of looms.

With world trade in its present parlous condition, it will take a number of years before the Calcutta jute mills can hope to work to

full capacity again. The conviction is therefore growing in jute circles that some sort of rationalisation of the industry is inevitable if a number of weaker units are not to go to the wall and, according to this group, the present armistice in the industry is to be utilised for drawing up plans for an equitable reduction of the industry's output capacity. Failing that a renewal of the ~~xxxx~~ trouble in a far more acute form is apprehended.

Public Health.Improvement of City Slums: Opening of Cochrane Basin
Settlement, Madras.

The highly insanitary conditions of the slums of Madras in which the working class population of the City lives and the alarming increase in the death-rate among workers, especially from respiratory diseases, have for some time past been a matter for grave concern to the Government and Corporation of Madras. A Committee to investigate the causes was appointed in 1927 and one of its recommendations was the provision of decent housing accommodation for the persons living in cherries and hutting grounds. In pursuance of this recommendation, the Corporation of Madras had embarked on several extensive schemes of housing for the labourers of the City. The Cochrane Basin Settlement, which forms part of these schemes, was recently completed and it was formally opened by the Governor of Madras on 28-6-1932. The Settlement has cost the Corporation a sum of Rs. 53,000. About $4\frac{1}{3}$ acres of low-lying land have been reclaimed and 126 platforms have been built and will be let out to the residents at a monthly rent of As.8 per mensem.

The following information about housing conditions of labourers in Madras and ^{about} of the action taken by the Corporation in providing model settlements for the workers is taken from the speech delivered by Mr. T.S. Ramaswami Iyer, President, Madras Corporation, when inviting the H.E. the Governor to open the Cochrane Basin Settlement:-

The provisional figures of the 1931 census show that in Madras City there has been an increase in the population during the last decade by more than 22 per cent. Much of the increase is due to people migrating into the City in search of work. Many of the labourers who have come into the city are too poor to live in houses. The Corporation of Madras has therefore been faced with a problem beset with difficulties.

Apathy of Private Landlords.- The owners of private lands where slums have grown up have in many cases neglected the sanitation of the slums. They were content to get the rent for the land from the people who settled on their lands and left the amenities to be provided for by others. No attempt was made by the landlords even to keep the places sanitary. If the Corporation took action against the defaulting landlords, the result was that either the landlords paid the small fines that were imposed on them by courts or evicted the tenants whom they considered a nuisance. Under the Madras City Municipal Act, 1919, the Corporation is not empowered to spend any moneys on properties, which do not belong to the Corporation, and the slums in lands owned by private individuals could not get much help from the Corporation. Owing to the growth of public opinion and the efforts made by the Corporation and by the various Social Service organisations in the city, attempts have, however, been made from time to time to ameliorate to some extent the condition of the people living in the slums.

Corporation's initiative in Slum Clearing.- During recent years, the Corporation has tried to exercise effective control over the landlords and in many cases the landlords have alienated to the Corporation enough land within the hutting grounds for forming roads. In the wake of the roads, have come in other civic amenities such as good lighting, a good water-supply and a fairly efficient drainage system. In the matter of improving housing conditions of the poor, the Corporation has been in the past following the policy of building tenements of model houses for the poor. Besides the 181 tenements built in Perambur in 1931, about 783 other tenements costing Rs. 407,175 have been built in various parts of the city up to this time by the Corporation (see pages 69 of September 1931 report, pages 64-66 of the October 1931 report and page 49 of December 1931 report of this Office). Of these, 377 are let to the Corporation employees and the rest to the poor residents.

Need for cheaper tenements.- The tenements built in 1931 in Perambur have been leased to the residents of that locality at a rent of Rs. 2 per mensem. Finding that it may not be possible to have costly building schemes and feeling the need for providing housing accommodation for those who cannot pay even Rs. 2 a month, the Corporation has now planned less expensive schemes similar to the one at Cochrane Basin, where plinths are to be built and leased at eight annas each, the lessees putting up the superstructures which will very often be of thatch. The Corporation will provide drainage lighting, water-supply and good roads in the Settlements.

Main Lines of Future Action.- The immediate programme of the Corporation in respect of slum clearing, as foreshadowed by the President of the body, lies in the two following directions:- (1) The erection of a two storied building near the Madras harbour for the housing of houseless dock and other workers, for the site of which application has been already made to the Collector of Madras; (2) In order to finance these and other schemes and to improve the sanitary conditions in the slums of the city, the raising of a loan of Rs. 200,000 from the Madras District Co-operative Central Bank, Ltd.

Free Medical Relief in Sassoon Mills, Bombay, 1931.

Interesting details regarding the provision of free medical relief by the Sassoon group of mills in Bombay to their workmen are contained in the report on the working of the dispensaries of the Sassoon mills during 1931 submitted by the Medical Officers in charge of those dispensaries, a summary of which is published in the June 1932 issue of the Labour Gazette, Bombay (Vol.XI, No.10). The following are the main features of the report:

According to the report, the normal attendance at the dispensaries had been on the average, 75,000, except in 1928, the year of the Bombay Mills strike, during which the attendance fell to 43,000. A special feature referred to in the report is the anti-malaria work carried on by the staff appointed for the purpose by the Mills. The staff is a permanent one and throughout the year it is engaged in destroying malaria-carrying mosquitoes found in the mill premises. The Sassoon Mills claim to be the only private firm in Bombay which maintains a staff for this purpose. In spite of these measures, attacks of malaria among the operatives working in the Sassoon Mills could not be completely put down and the reason given for this is

that the infection is carried by mosquitoes migrating from the neighbouring areas. Whenever attacks of malaria could not be controlled, attempts were made to check the outbreak of fever by a free distribution of a new anti-malaria remedy by room to room visitation by the medical officers. One disappointing feature of the anti-malaria campaign mentioned in the report is the reluctance of the patients to continue treatment after the actual fever had left them, with the result that some get recurring attacks of the fever.

Another interesting feature of the work of the dispensaries referred to in the report is the reference to the Women's Hostel recently started near the Elphinstone Mill, where much persuasion was necessary in several cases to make the women seek medical advice for themselves and their children.

(Summarised from a Note on the subject published in the June 1932 issue of the Labour Gazette, Bombay, Vol. XI, No.10).

Co-operation.

Establishment of Co-operative Warehouses: A Madras Experiment.

The need for warehouses, built on a co-operative basis, which might be utilised by the ryot to store his produce pending sale was emphasised by two recently instituted Government Committees, the Economic Depression Enquiry Committee, ^{and} the Banking Enquiry Committee. It has been generally felt that in India there is scope for co-operative organisation for sale and that until full societies can be developed which will grade, pack and sell under guarantee, it is desirable to develop what are designated "godown societies" which will take and stock produce and give advance to the ryot pending its sale. For such godown societies to function properly, a prime requisite is the provision of adequate godown accommodation. Most of the co-operative societies, as they are constituted at present, are not in a position to raise the funds necessary for the building of such godowns. Commenting on the subject, the Madras Provincial Banking Committee has stated:- "The difficulty of raising the necessary capital to erect such godowns in the first place has been so considerable that we consider that the Government should lend more freely for the purpose, and should, if necessary, run such godowns in the first place through the Co-operative Department". Acting on this recommendation, the Government of Madras, has recently decided to set up experimentally a number of godowns in ~~the~~ ^{at} Gudda-Illore, for the convenience of the local ryots. If the experiment yields satisfactory results, it may be presumed that similar action will be taken in other parts of the Presidency by the Government. The following ^{letter} ~~communicate~~ issued by the Government of Madras explains fully the action ^{taken} by the Government

in this respect:-

The Economic Depression Enquiry Committee recommended that the Government should institute warehouses, independent of co-operative sale societies, where goods will be received and certificates, which would serve as instruments of credit, could be granted over the signature of a responsible marketing officer in respect of the quantity and quality of the goods so held in the warehouses. The Government have considered the recommendation in consultation with the Registrar of Co-operative Societies and the Directors of Agriculture and Industries. They are of opinion that there is definite scope for the establishment of warehouses free from any obligations to middlemen. Under present financial conditions, however, it is out of the question for Government to organize and manage such warehouses at their cost. The system of licensing also does not seem to offer a practicable solution, since it offers little or no inducement to the licensee unless backed by a Government guarantee of dividends. The only alternative for the present is to start or extend co-operative warehouses. This will be taken up experimentally in Cuddalore in the first instance by the Director of Agriculture in collaboration with the Registrar of Co-operative Societies".

Agriculture.Agricultural Statistics of India, 1929-30*

The following information about the agricultural statistics of India for the year 1929-30 is taken from Volume I of Agricultural Statistics of India, 1929-30 issued by the Department of Commercial Intelligence and Statistics of the Government of India. The publication is the 46th annual volume of the series started in 1886 with statistics for 1884-85. Volume I contains detailed information about area, classification of area, area under cultivation, area under crops, live-stock, land revenue assessment and harvest prices in British India. The year to which the returns relate ends on 30th June, this being the generally recognised agricultural year, except in Assam where the year ends on 31st March and in the Central Provinces and Berar where it ends on 31st May.

Total Area and Population of India.- The total area of India is 1,822,000 square miles, or 1,165,967,000 acres, with a population of 319 millions according to the census of 1921. This may be divided as follows:-

	<u>Acres</u>	<u>Population</u>
(1) British Provinces (including Indian States within the political jurisdiction of Local Governments and Administrations)	746,095,000	259,460,000
(2) Indian States having direct political relations with the Government of India	368,927,000	56,395,000
(3) Certain specially administered territories in the North-West Frontier Province (Tribal areas, etc.) not included under (1)	16,239,000	2,583,000
(4) British Baluchistan (including administered areas).	34,706,000	421,000
Total	1,165,967,000	318,859,000

* (Forty-Sixth Issue). Department of Commercial Intelligence and Statistics, India. Agricultural Statistics of India, 1929-30. Volume I, Area, Classification of Area, Area under Irrigation, Area under Crops, Live-Stock, Land Revenue Assessment and Harvest Prices in British India. Published by order of the Governor-General in Council. Calcutta; Govt. of India Central Publication Branch, 1932. No. 2312. Price Re. 1-4 or 2s. pp. 81 + xxi.

EducationKeith Robinson's Visual Education Scheme:Disappointing Results of Bombay Experiment.

Some of the charges which have been levelled against Indian labour are that it is prone to idleness, carelessness, procrastination, waste and absenteeism. These factors have been held chiefly to be responsible for the lack of efficiency of Indian workers and the heavy over head costs in most of the Indian industries. The ill effects of these factors have been felt keenly in Bombay, the chief centre of the textile industry in India. The Millowners' Association, Bombay, ^{therefore,} have been making efforts for some time past to educate their operatives and to raise their standard of efficiency. With this idea in view, the Association appointed a committee in October 1930 consisting of managers of certain cotton mills to consider a suggestion for a process of visual education of mill operatives made by Mr. Keith Robinson, formerly of the Parker-Holladay Company of England (for details of the scheme vide pages 32-33 of the Report of this Office for December 1930). The outcome of the committee's report was the putting into execution of a visual education scheme specially ^{by} designed ^{by} Mr. Keith Robinson. The following information regarding the working of the scheme is taken from a Note on the subject published in the Report for 1931 of the Bombay Millowners' Association:-

The service was introduced early in February 1931 and lasted for a period of six months. 26 subjects relating to faults common

among operatives and which usually result in decreased efficiency, waste and loss in wages, were dealt with by means of suitable posters, with appropriate titles and captions. The operatives' interest in the scheme was sought to be stimulated by the promise of rewards for suggestions which would result in the elimination or diminution of any of these faults. In spite of all efforts, however, the workpeople's interest in the service gradually disappeared, and this was one of the main reasons for a number of mills indicating their unwillingness to continue the service beyond the experimental period of six months. A report was submitted by Mr. Robinson on the termination of the service, but as certain recommendations made by him were already under consideration of the Committee, being either directly or indirectly connected with the suggestions made by the Whitley Commission, no special action was taken thereon.

(Summarised from the Report of the Millowners' Association, Bombay, for 1931 - page 74).

Compulsory Education in Workers' Wards:

Madras Government's Orders.

The Whitley Commission have referred in their report to the tendency shown by some municipalities in India to exclude wards peopled by the industrial classes mainly from the scope of schemes for the introduction of compulsory elementary education on the ground of the backwardness of the population. Commenting on this tendency, the Whitley Report observed:-

"We regretted to find that in some parts of India there was a tendency, in applying compulsory methods, for municipalities to exclude wards peopled by ~~XXXX~~ factory labour on the ground of the backwardness of the population. The Bombay Municipality, on the other hand, has recently applied compulsion to two wards chiefly inhabited by mill-workers, and we recommend to municipalities that wards of this type should be regarded as having a special claim where compulsion can be applied. We would also call attention to the desirability of bringing the upper age-limit for compulsory education at least up to 12 years, the minimum age for factory employment. The present system in Bombay, under which compulsory education stops at 11, involves the loss of a valuable year and jeopardises the results already achieved".

The Government of Madras, according to a message of the Ootacamund correspondent of the Times of India published in its issue of 20-6-32, have recently passed orders commending the proposals of the Royal Commission on Labour regarding this matter to the municipalities in the Madras Presidency for sympathetic consideration. The Government of Madras have also accepted the suggestion of the Commission to raise the age limit for compulsion to 12 years.

As regards other recommendations affecting the Education and the Industries Department, the Government have postponed their decisions until normal financial conditions are restored.

The "Girni Samachar" — Bombay Millowners' Association's
Magazine for Workers.

Of recent years, the conviction has been gaining ground that a lack of proper understanding between the employers and employees is responsible for the frequency of labour disputes in India. In no centre of industry in this country has this growing friction between managements and operatives been more in evidence than in Bombay. The textile industry of the city, in particular, witnessed prolonged strikes in 1929 and 1930 which led to much bitterness of feeling and financial loss both to the mill-owners and the textile operatives. These developments have brought home the need for the establishment of closer contact between the management and the men. One of the first experiments in this direction was initiated in 1930 by Messrs. E.D.Sassoon and Co., Ltd., owners of an important group of mills in Bombay city, when the firm started a monthly magazine called the Sassoon Kamgar (a copy of this magazine was forwarded with this Office's minute D.1/1259/30 of 7-8-1930) written and edited solely with a view to provide interesting reading matter for the operatives employed in the firm's mills.

The experiment initiated by Messrs E.D.Sassoon & Co.Ltd., would appear to have yielded satisfactory and encouraging results, as the Bombay Millowners' Association, which was closely watching the reception accorded to the Sassoon Kamgar by the operatives, decided soon after to bring out a magazine under the auspices of the Association for circulation among the textile operatives of Bombay city. The first issue of this new magazine "Girni Samachar" appeared in June 1931 & subsequent issues have been appearing regularly

up till now, just before pay day of each month. The following additional information about the "Girni Samachar" is taken from the Report of the Bombay Millowners' Association for the year 1931 which devotes some space to recording the progress achieved by the new magazine.

The magazine deals with subjects of general, religious, historical and local interest, variety being provided by the inclusion of short stories, cartoon and topical photographs. The more serious articles deal with such subjects as the significance of the various religious festivals falling in each month, chats on health, accident prevention, care of children, short sketches with photographs of men with long service in different mills and descriptive notes of various developments in textile machinery and methods.

The "Girni Samachar", according to the Report for 1931 of the Millowners' Association, evoked great interest among the mill operatives in Bombay. Mill managers often contributed articles to the magazine on matters that directly concerned workpeople, while the Chief Inspector of Factories and the Lady Inspector of Factories consistently helped to popularise the paper with instructive articles written in simple language on various aspects of accident prevention and child welfare. The authorities in charge of the Naigaum Social Centre also interested themselves in the magazine, and did much to make it a success. The cost of publishing the magazine is met by the mills subscribing to it. The rate of subscription is fixed at 9 pies per copy, but it is sold by the mills to their workpeople at 3 pies per copy, the difference in price being borne by the mills and all other incidental charges in connection with the editing and publication of the magazine being defrayed by the Millowners' Association.

The response from up-country members, the Report states, was not satisfactory, mainly due to the fact that as the magazine was published in Marathi, it could not be easily read and understood by people in districts where Marathi was not spoken.

No returns of agricultural statistics are prepared either for item (3) or for item (4).

Total Area of British India.- The total area of the British Provinces (item 1 above) - 746,095,000 acres or 1,166,000 square miles-- includes 76,179,000 acres, with a population of some 13 millions, belonging to Indian States, which are within the political jurisdiction of Local Governments and Administrations. Thus, deducting 76,179,000 acres belonging to Indian States from the total area of 746,095,000 acres included in British Provinces, the remainder, 669,916,000 acres, represents the area of British territory according to professional survey. The agricultural statistics given in the publication, however, are based on "village papers" prepared by the village accountants for the purpose of assessment and collection of land revenue. The area of British India, according to these village papers, amount only to 667,516,000 acres, as against 669,916,000 acres according to professional survey.

Classification of Area of British India.- The area of 667,516,000 is classified for the purpose of agricultural statistics as shown in the table below:-

	Acres (1,000)	Per cent.
Forests	87,277	13.1
Not available for Cultivation	146,873	22.0
Culturable waste other than fallow	155,491	23.3
Current fallows	49,714	7.4
Net area sown	<u>228,161</u>	<u>34.2</u>
Total	<u>667,516</u>	<u>100.0</u>

The net area actually sown with crops during 1929-30 was, therefore, 228,161,000 acres, or 34 per cent of the total area, as against 228,166,000 acres in the preceding year. If, however, areas sown more than once during the year are taken as separate areas for each crop, the gross sown area in the year of report amounts to 260,681,000 acres, as against 262,328,000 acres in the preceding year.

Provincial Distribution of Sown Area.- The proportion of the net sown to total area and the number of population per 100 acres of sown area in each province are shown in the table below:-

	Proportion of sown to total area	Population per 100 acres of sown area
United Provinces	50 per cent.	132
Delhi	50 ..	262
Bengal	47 ..	196
Bihar and Orissa	47 ..	136
Punjab	44 ..	78
Bombay	42 ..	55
Central Provinces and Berar	39 ..	56
Madras	38 ..	123
North-West Frontier Province	29 ..	93
Ajmer-Merwara and Manpur	19 ..	102
Assam	16 ..	134
Coorg	14 ..	119
Surma	11 ..	74
British India	<u>34 ..</u>	<u>107</u>

Irrigation Statistics.- The total area irrigated in 1929-30 was 51,010,000 acres, as against 49,762,000 acres in the preceding year. Of this area, 23,073,000 acres were irrigated from Government canals, 3,655,000 acres from private canals, 12,702,000 acres from wells, 6,298,000 acres from tanks, and 5,282,000 acres from other sources of irrigation. In India irrigation is ordinarily resorted to on an extensive scale in tracts where the rainfall is most precarious. In Lower Burma, Assam, Eastern Bengal, and the Malabar Coast (including the Konkan), where the rainfall is ordinarily heavy, the crops hardly need the help of irrigation, unless there is an unusual ~~xxxx~~ scarcity of rain. Of the total area irrigated in 1929-30, the Punjab accounted for 30 per cent, the United Provinces 22 per cent, the Madras Presidency 18 per cent, Bihar and Orissa 10 per cent, Bombay 9 per cent, and the other provinces for the remaining 11 per cent. The above figures of irrigated areas do not take into account areas sown more than once during the year with the help of irrigation, but indicate the extent of land actually irrigated. Counting areas sown more than once as separate areas for each crop, the gross area of irrigated crops was 54,924,000 acres in 1929-30. Of this area, 85 per cent was under food crops and the remainder under non-food crops. Of the former, 18,780,000 acres were under rice, 10,640,000 acres under wheat, 2,959,000 acres under barley, 1,654,000 acres under jowar, 1,515,000 acres under bajra, 1,250,000 acres under maize, 1,691,000 acres under sugarcane, and the remaining 8,102,000 acres under other food crops. Of the irrigated non-food crop area, ~~5~~, 3,206,000 acres were occupied by cotton.

Classification of Area Sown.- The gross area cultivated with crops covered 261 million acres in 1929-30. The different classes of crops and the area occupied by each class are shown in the table below:-

	Acres. (1,000)	Per cent of total
Food-grains	200,018	75.8
Condiments and spices	1,307	0.5
Sugar	2,582	1.0
Fruits and vegetables	5,113	2.0
Miscellaneous food-crops	1,479	0.6
Total food crops	210,499	80.9
Oilseeds	16,330	6.3
Fibres	20,075	7.7
Dyes and Tanning materials	691	0.2
Drugs and narcotics	2,314	0.9
Fodder crops	9,381	3.6
Miscellaneous non-food crops	1,048	0.4
Total non-food crops	49,839	19.1

Statistics of Live-Stock, Ploughs and Carts.- The statistics given under this heading in the publication are based on cattle censuses. The census is taken annually in certain provinces and quinquennially in others. The first general quinquennial census was taken in 1919-20, the second in 1924-25 and the third in 1929-30. Live-stock in cities and cantonments are included wherever it is possible to secure their enumeration. The animals are divided into

three classes, namely, (1) bovine, comprising oxen and buffaloes, (2) ovine, comprising sheep and goats, and (3) others, comprising horses and ponies, mules, donkeys, and camels. The total number of live-stock of each of these three classes in each province together with the numbers of ploughs and carts is shown in the table below:-

Number in thousands.

	<u>Bovine</u>	<u>Ovine</u>	<u>Others</u>	<u>Ploughs</u>	<u>Carts</u>
Madras	22,441	20,270	172	4,476	1,235
Bombay	11,796	6,421	571	1,583	784
Bengal	25,287	6,049	116	4,592	860
United Provinces	31,459	8,794	764	5,053	998
Punjab	14,294	8,075	1,327	2,324	339
Burma	6,205	326	75	814	733
Bihar and Orissa	21,308	6,779	227	3,542	625
Central Provinces and Berar	14,378	2,492	194	1,668	1,136
Assam	5,661	744	23	1,167	77
North-West Frontier Province	1,081	921	189	214	6
Ajmer-Merwara and Manpur	453	571	13	49	17
Coorg	139	3	1	29	1
Delhi.	127	38	10	17	8
Total	<u>154,629</u>	<u>61,483</u>	<u>3,682</u>	<u>25,528</u>	<u>6,819</u>

Of the total number of live-stock of the bovine class (xx 155 millions), which is cattle proper, the United Provinces accounted for 20 per cent, Bengal 16, Madras 15, Bihar and Orissa 14, the Punjab and, the Central Provinces and Berar 9 each, Bombay 8, and the remaining provinces 9 per cent. In the case of stock of the ovine class (sheep and goats), however, Madras accounted for 33 per cent of the total, followed by the United Provinces (14 per cent), the Punjab (13 per cent), Bihar and Orissa (11 per cent) and Bengal and Bombay (10 per cent each).

Proportion of cattle to sown area and population.- The table below shows the number of live-stock of the bovine class (cattle proper) per 100 acres of sown area and per 100 of the population in each province:-

	<u>Number of Cattle</u>	
	<u>Per 100 acres of sown area</u>	<u>Per 100 of population.</u>
Madras	65	53
Bombay	36	65
Bengal	108	55
United Provinces	92	69
Punjab	54	69
Burma	35	47
Bihar and Orissa	85	63
Central Provinces and Berar	57	103
Assam	101	76
North-West Frontier Province	43	46
Ajmer-Merwara and Manpur	134	131
Coorg	101	85
Delhi	68	26

It will be seen that the number of cattle per 100 acres of sown area ranges between 35 in Burma and 134 in Ajmer-Merwara and Manpur, while the number per 100 of population varies from 26 in Delhi to 131 in Ajmer-Merwara and Manpur. The average for British India, as a whole, is 68 per 100 acres of sown area and 63 per 100 of the population.

Rural Uplift Work in United Provinces, 1931-32.

Of recent years rural uplift work has been increasingly engaging the attention of the provincial Governments in India. The need for educating the villager, improving his cultural outlook and instilling into him the rudimentary principles of sanitation and improved methods of agriculture has been well impressed on the local administrations, as also on several private social organisations, with the result that activity in the rural uplift cause has been intensified of late. The following information gathered from a review of rural uplift activities of the Government of the United Provinces during 1931-32 issued by the Director of Publicity with the U.P. Government on 27-5-1932 may be taken as fairly typical of the work carried out in this direction by provincial administrations in India.

According to the review, in the interest of rural uplift, ~~may~~ many districts in the U.P. have organised fairs, tournaments, agricultural, industrial, public health and baby shows, exhibitions of local and cottage industries and other displays, arranged under the auspices of local leagues and associations. The following may be cited as typical of the numerous instances of success attained at such shows. Cawnpore district utilised a cattle fair and show for pushing on its publicity work. In the Unao district, ^{the} Kusumbhi fair was used for publicity, and a big exhibition, with public health demonstrations, a group conference of co-operative societies and sports, was arranged for. In many other districts similar success was attained by organising exhibitions with separate courts for village uplift, sanitation, education, public health and cottage industries.

The tendency of the district leagues, says the review, has been to utilise such meetings in order to promote the interest of village uplift, public health, and sanitation, cottage industries, etc. With a view to utilise and coordinate such tendencies, it is proposed to organise the economic side of the uplift movement and to make a modest beginning with a demonstration van consisting of a cinema, a loud-speaker, a wireless set, an epidiascope or episcope and a portable electric engine, lights and fans. The van will further carry selected exhibits of special interest which will be supplied by the Industries, Agriculture, Public Health, Education and Co-operative departments.

The van alone will not, however, suffice for exhibition purposes. Its function will be to serve as a nucleus and then at every centre a local exhibition will have to be arranged for, industrial, agricultural and other types of important exhibits in the district brought together, advertisements issued, audience collected, competitions announced, small prizes offered by district leagues or other organisations acting singly or in collaboration with other bodies such as district boards, municipal boards, etc., as local circumstances may require. The van itself will not be able to carry very many or heavy or voluminous exhibits. Departmental officers would therefore be expected to collect such exhibits themselves, e.g., the agricultural superintendent should himself be able to exhibit better seed and agricultural produce, improved implements, machinery, etc.; the deputy inspector of schools should collect exhibits from the technical special and general ~~xx~~ schools, etc. (The Leader, 2-6-1932.)

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Proposed Training Centre for Rural Uplift Workers - A Delhi
Scheme.

The Rural Reconstruction League, which has its headquarters in New Delhi, has recently sponsored a scheme for the setting up of a training centre for rural uplift workers in New Delhi. The need for a training centre, like the one proposed by the League, is really insistent as there is not a single training centre in North India where villagers may be taught the art of marketing their wares and helped to produce a much higher grade of produce, and as the Coimbatore centre is too far away and students from Upper India would find considerable difficulty in speaking the language.

The following are a few details about the scheme:- It is proposed that the cost of the proposed training centre should be shared between the United Provinces, the Punjab, Delhi and the Rajputana States, and perhaps the Central Provinces also, i.e., the Urdu-Hindi speaking areas. It is suggested that Dr. D. S. Hatch, author of Up from Poverty in Rural India, and the head of the South Indian centre, should be asked to take charge of the proposed centre in Delhi. The League proposes that the centre should be provided with moveable schools housed in motor lorries which could conveniently tour over large areas and give practical demonstrations to agriculturists in scattered villages. In Delhi it is proposed to use six-wheelers which can stand the strain better. The cost, as estimated by the Rural Reconstruction League, for training 50 students is as follows:-

Buildings, including four classrooms, one laboratory, one research and experiment room, one lecture hall, one library, one principal's room, a shed for agricultural equipment, ten staff bungalows and a hostel for 50 students, Rs. 200,000.

Equipment (including five moveable schools), Rs. 125,000.

Annual recurring expenditure, Rs. 115,000.

(The Statesman, 10-6-1932.)

HK.

Migration.

Transvaal Asiatic Land Tenure Bill Passed.

References have been made in the earlier reports of this Office to the introduction of the Asiatic Land Tenure Bill in the South African Legislature and to the agitation carried on by Indians, both in South Africa as well as in India, against the passing of the Bill (vide pages 49 et seq. of the October 1930 report, 61-63 of the January 1931 report and 76-81 of the August 1931 report of this Office). The Bill was passed by the South African House of Assembly on 26-5-32 and was sent up to the Senate on 27-5-32 for prompt despatch. It is reported that the Minister of the Interior made an important announcement during the course of the discussions on Clause 3 of the Bill. He announced that he intended appointing a temporary commission consisting of a judge as chairman and two officials, fully conversant with the problem and absolutely impartial, as members, to deal with applications from Asiatics asking for permission to continue to live in localities which are at present mainly occupied by non-Asiatics.

The following is a summary of some of the important amendments introduced in the Bill so as to meet the objections of the Indian community in certain particulars:-

Segregation Clause deleted. - It was announced in the statement made in the Assembly last April, that the clause which embodied the principle of segregation, by providing for the ear-marking of areas for occupation or ownership of land by Asiatics had been deleted and that a clause had been inserted, instead, amending the Gold Law to empower the Minister of the Interior to withdraw any land from the operation of Sections 130 and 131 in so far as they prohibit residence upon or occupation of any land by coloured persons. A certificate, to the effect, that any land has been so withdrawn, will have to be regarded by the local bodies as sufficient proof that coloured persons may lawfully reside on or occupy such land.

Ownership of Fixed Property. - As regards ownership, it is

now understood that fixed property, which stood lawfully registered in favour, of any Asiatic up to 1st May 1930, has been protected, the restriction that it would remain protected only for so long as it was held by him or by any other Asiatic who inherited it from him having been withdrawn.

Properties held through European Trustees. - Properties held through European trustees or acquired by Asiatic Company up to 1-5-30 have also been protected. Thus properties acquired after 1919 by companies in which the controlling interest was nominally in the hands of Europeans, but rested de facto with Asiatics are protected, without the legality of their acquisition having to be tested in courts.

Shares held by Asiatics in Private Companies. - Another unsatisfactory feature of the original Bill was that shares held by Asiatics in a private company would have been forfeited to the State if the company were to acquire any fixed property after 1-5-30. This defect has been removed and protection has been granted to all shares which were held by an Asiatic on 1-5-32 and which have not been transferred by him since that date, and also to such shares as were inherited by an Asiatic from another Asiatic who lawfully held them.

Occupation of Fresh Land from 1-5-1919. - The Indian community was also perturbed over another provision in the original Bill which declared illegal the occupation of any fresh land after the 1-5-1919 even if the extension was in the same township. These fears have now been removed by making the provision applicable from 1-5-30, and not with retrospective effect from 1-5-1919. Although the Gold Law would not be applicable to areas like springs which, according to judicial pronouncement, were not formerly subject to its restrictive provisions, protection has been granted to such persons as were lawfully residing on the 1-5-30. They would also be able to transfer the right of residence or occupation to their lawful successors in title.

Right of Appeal. - The Bill as passed also provides that if an application for a certificate which is necessary for the grant of a licence is refused, it may be preferred to the District Magistrate who would be competent to hear evidence and pass orders regarding the cost of appeal.

Though some of the clauses which, from the point of view of Asiatics, have been held highly objectionable have been either thus withdrawn or modified, non-official opinion among Indians both in India as well as in South Africa, is opposed to the Bill as a

whole. "Indian Opinion", South Africa, of 29-4-32 commented in the following terms on the Bill:-

"There are two ways open to the Transvaal Indians. The one is to accept the Tenure Bill and suffer humiliation and insults; the other one is to stand as one man and take up the passive resistance movement against the bill and fight for the rights. No nation can achieve political rights without sacrifice and suffering."

(The Hindu, 2-6-32).

Repatriated South African Indians;

Madras Government's Plans to find Employment.

In connection with the scheme of dealing with emigrants returning to the Madras Presidency from South Africa, the Government of Madras have undertaken to see that, on arrival in India, such emigrants are helped as far as possible to settle in occupations to which they are best suited by their aptitude and resources. In pursuance of this undertaking a special officer has been appointed to assist emigrants in securing suitable employment. A suggestion has been made to the Government that local bodies in the Presidency will be in a position to render substantial assistance in this direction. The Government have, therefore, asked all the presidents of the local boards and chairmen of municipalities to co-operate with them in the matter of giving preferential treatment to repatriated Indians.

(The Statesman, 24-6-32).

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References to the I. L. O.

The news of the election of Mr. H. B. Butler as Director of the I. L. O. has received wide publicity in India.

A British Official Wireless message announcing Mr. Butler's appointment was published in the Statesman of 3-7-1932, the Times of India and Hindu of 4-7-1932 and in all papers.

Immediately on receipt of the information of Mr. Butler's election, this Office issued a communique on 4-7-32 giving a biographical sketch of Mr. Butler. The communique was published in the Statesman of 6-7-1932, the Leader and the Times of India of 9-7-1932, the Servant of India of 21-7-1932 (Vol. XV, No.28), New India of 7-7-1932 (Vol. VI New Series No.14) and in the May & June 1932 combined issue (Vol. 3, No.11 & 12) of the M. & S.M. Railwayman. (Copies of the communique were forwarded to Geneva with this Office's minute H.2/1883/32 of 7-7-32).

The Statesman of 10-7-1932 published a photograph of Mr. H.B. Butler.

* * *

This Office issued a communique on 1-7-32 in the nature of an interview given to the Associated Press of India by the Director of this Office on his recent mission to Geneva. The communique summarises the main decisions arrived at by the 16th session of the International Labour Conference. (Copies of the communique were forwarded to Geneva with this Office's minute H.2/1883/32 of 7-7-1932). The report of the 'interview' was published in the Statesman of 3-7-1932, the Hindu of 5-7-1932, the Leader of 6-7-1932, and Federated India of 13-7-1932 (Vol. VI, No.28).

* * *

The communique issued by this Office on 24-6-1932 on the subject of "Invalidity, Old-Age and Widows' and Orphans' Insurance" (Vide page 2 of the June 1932 report of the Office) was published also in the Statesman of 1-7-1932, the Sunday Advocate of 3-7-1932 (Vol. IX No.22), and Federated India of 6-7-1932 (Vol. VI No.27).

* * *

A communique issued by this Office on 13-6-1932 announcing the publication of the I.L.O. Year Book, 1931, and giving a brief description of its contents is published in the July 1932 issue of the B.B.C.I. Railwayman (Vol.3, nos. 11 & 12). (For names of periodicals which published the communique during June 1932, vide page 2 of June 1932 report of this Office).

The Times of India of 12-7-32 also publishes a short review of the Year Book.

A communique issued by this Office on the 19th July 1932, under the caption "I.L.O. Activities in 1931: Forward Trend in Social Policy Maintained", being a lengthy summary of the I.L.O. Year-Book, 1931, was published in the Hindustan Times of 22-7-32, the Hindu of 27-7-32, and the Leader of 31-7-32^{etc.}, (Copies of the communique were forwarded to Geneva with this Office's minute H.2/1995/32 of 21-7-1932).

* * *

In the course of his presidential address at the Trade Union Unity Conference held at Madras on 14th and 15th July 1932, Mr. Jammadas M. Mehta, dealing with the question whether Indian Labour should participate in the sessions of the I.L. Conference, affirmed that, in spite of all the short-comings of the I.L. Conference, it

was desirable that Indian Labour should participate in the work of the Conference and reiterated his faith in the I.L.O. The portion of Mr. Mehta's speech dealing with this subject is quoted in full in the section: "Workers' Organisations" of this report. Mr. Mehta's speech was published in the Hindu of 14-7-1932 and in all papers. (A copy of Mr. Mehta's presidential address was forwarded to Geneva with this Office's minute A.1/2057/32 dated 25-7-1932)

The Trade Union Unity Conference, attended by 108 delegates representing 54 unions, passed a resolution on 15-7-32 reiterating its faith in the I.L.O. and recommending that the Indian Trade Union Congress should continue to participate in the activities of the I.L.O. The resolution also stated that the Indian Trade Union Congress should continue to recommend delegates to Government for nomination as workers' delegates to the I.L.Conference, The resolution relating to the I.L.O. is incorporated as clause VIII of the "Platform of Unity" adopted by the Congress. (A detailed account of the proceedings of the Unity Conference is given in the section: "Workers' organisations" of this Report). It will be remembered that one of the reasons, among others, for the Nagpur split of 1929 was the unwillingness of certain extreme sections of the Indian trade union movement to continue to participate in the activities of the I.L.O.

* * *

In the course of his presidential address at the General Meeting of the Indian Trades Union Federation held at Madras on the 16th & 17th July 1932, Mr. V.V.Giri made a few important references to the I.L.O. He remarked that though India has ratified the I.L. Convention on Unemployment, the Government has taken no action to

discharge the obligations incurred by ratification of the Convention. In order to expedite labour legislation, he suggested the setting up of a special machinery in this country on the lines of the I.L.Organisation. He also referred to the position which labour should occupy in the reformed constitution and demanded that labour legislation should be treated as a federal subject in order that Geneva Labour Conventions may apply to the whole of India. (A summary of Mr. V.V.Giri's presidential address is given in the section: "Worker's Organisations" of this report. A copy of the presidential address was forwarded to Geneva with this Office's minute A.1/2057/32 dated 25-7-1932),

Mr. Giri's speech is published in the Hindu of 16 & 18-7-32 and in all papers.

* * *

The Director of this Office, who attended the 1st session of the Indian Trades Union Federation held at Madras on the 16th & 17th July 1932, was requested by the President of the Conference, Mr.V.V. Giri, to address the Conference. In the course of his speech the Director referred to the splendid work done by the Indian Labour delegations to the various sessions of the international Labour Conference. He also referred to the resolution adopted by the 15th session of the I.L.Conference urging the holding of an Asiatic Labour Conference under the auspices of the I.L.O. and appealed to all Unions to take a keen interest in the matter so that an Asiatic Labour Conference may be held as early as possible.

A summary of the Director's speech is published in the Hindu of 18-7-32, "Justice", Madras, of 18-7-32, and in several other papers.

Dr Pillai also addressed a Mass Meeting on 18.7.32 at Wadia Park, Perambore, on India and the I.L.O. The meeting which was organised by the Madras Labour Union was very well attended. (See the Hindu of 19.7.32)

The report on the working of the Indian Trades Union Federation during 1929-1932 submitted by the Secretary to the 1st Conference of the Federation held at Madras on 16 & 17-7-32, contains several references to the I.L.O. It deals at length with the work of the Indian labour delegations to the I.L.Conference sessions of 1930, 1931 and 1932 (Vide pages 19 - 26 of the Report). A summary of the progress that has hitherto been made in the matter of holding an Asiatic Labour Conference under I.L.O. auspices is also included. Reference is also made to a meeting of the overseas representatives on the Governing Body of the I.L.O. held at Geneva in 1932 which Mr. N.M.Joshi attended, where the following questions were considered:-

- (1) How non-European bodies could derive the largest possible benefit from the I.L.O.
- (2) The desirability of bringing subjects of importance to non-European countries on the agenda of the I.L.Conference.
- (3) Adequate representation of non-European countries on the Governing Body and Committees.
- (4) Representation on non-European countries on the staff of the I.L.O.(vide pages 26-27).

The report also makes a feeling reference to the late M.Albert Thomas and congratulates Mr. Butler on his accession to the post of Director (vide page 34).

(A copy of the Report was sent to Geneva with this Office's minute A.1/2057/32 dated 25-7-1932).

* * *

The July 1932 issue of the Anglo-Gujarati Quarterly Journal of the Indian Merchants' Chamber, Bombay, publishes at pages 112-115 the full text of the speech delivered by Mr. R.K.Shanmukhan Chetty, M.L.A., Indian Employers' Delegate, in the course of the debate which followed the presentation of the I.L.O. Director's Report to

the 16th I.L.Conference, 1932. The text of the speech was forwarded to the Journal by this Office in a communique dated 11-5-1932. (Copies of this communique have been forwarded to Geneva with this Office's minute H.5/1232/32 dated 12-5-1932).

* * *

The June 1932 issue of the E.B.Railway Labour Review (Vol.V, No.6), published an article under the caption: "Forward Programme of Social Policy adopted at the International Labour Conference". The material for the article was supplied by a communique issued by this Office on 27-5-32 (Vide page 4 of our May 1932 report and page 3 of our June 1932 report for names of Indian periodicals which published the communique during May and June).

* * *

The May and June combined issue (Vol.3, Nos.11 & 12) of the M. & S.M.Railwayman devotes considerable space to I.L.O. activities. The place of honour is given to an article entitled: "I.L.Conference —16th Session", which gives a fairly full summary of the subjects discussed at the Conference. (The material for this article was supplied by a communique issued by this Office on 27-5-32, and copies of which have been forwarded to Geneva with this Office's minute H.5/1425/32 dated 2-6-1932). Next follow lengthy extracts from the speeches delivered at the 16th session of the Conference by the Indian Workers' delegate and the principal Government delegate to the Conference (Extracts from these speeches were supplied to the M. & S.M.Railwayman by this Office's communiques dated 12-5-1932 and 31-5-1932, respectively, Copies of these communiques have been forwarded to Geneva with this Office's minutes H.5/1299/32 of 19-5-32

and H.5/1426/32 of 2-6-1932). The same issue also publishes lengthy extracts from the speech delivered by the late M. Albert Thomas in reply to the general debate which followed the presentation of his annual report to the 16th session of the I.L-Conference. (Extracts from M. Albert Thomas' speech were supplied to the M. & S.M. Railwayman by our communique dated 4-6-1932, copies of which have been forwarded to Geneva with our minute H.5/1481/32 dated 9-6-1932).

* * *

The Indian Finance Year-Book, 1932, issued by the Indian Finance Office, Calcutta, publishes a long article under the caption: "India and the International Labour Conference," contributed by Mr. K.E. Matthew, a member of the staff of this Office. The article deals with the gains that have accrued to India by the country's participation in the past sixteen sessions of the I.L.Conference.

* * *

The June 1932 issue of the E.B. Railway Labour Review (Vol.V, No.6), Calcutta, reproduces a note published in the issue of the Press Report of the I.F.T.U. dated 7-5-1932 on the statement dealing with the attitude of employers and workers on the Washington Hours Convention made by the Director of the Geneva Office in his report to the 16th session of the I.L.Conference.

* * *

The Seventh Annual Conference of the M. & S.M. Railway Union which was held at Bezwada on 21 & 22-5-1932 passed two resolutions which are of special interest to the I.L.O. The first resolution referred to the demise of M. Albert Thomas. The second resolution requested the M. & S.M. Administration to enforce in the M. & S. M.

Railway system the Hours and Weekly Rest Conventions.

* * *

The July 1932 issue of "Labour" (Vol.XII, no.6), the official Organ of the Bengal and Assam Circle of the All-India Postal and R.M.S.Union, publishes an article under the caption "Growth of Indian Labour", in the course of which a tribute is paid to the influence exerted by the I.L.O. in accelerating the pace of labour legislation in this country.

* * *

A Press Note issued by this Office on 21-7-32 under the caption: "Rationalisation of Employment in Egypt: Alternative to Retrenchment of Workers", was published in the Hindustan Times of 23-7-1932, the Leader and the Hindu of 25-7-32, the Times of India of 26-7-1932 and the Indian Social Reformer of 30-7-32 (Vol. XLII, No.47). The Press Note was based on an item on the subject published in the issue of "Industrial and Labour information" dated 4-7-32 and directed attention to the possibility of the introduction of a system of leave by rotation being introduced in India as an alternative to retrenchment of staff. (Copies of the Press note were forwarded to Geneva with this Office's minute H.2/2074/32 of 28-7-32).

National Labour Legislation.

Two New Bills in September 1932 Session: Amendment of
Trades Disputes Act & Land Acquisition Act.

At pages 14 & 15 of the report of this Office for March 1932 reference was made to the announcement made on 17-3-32 by Sir Joseph Bhore on behalf of the Government of India that the Central Government was contemplating the speedy introduction of Bills relating to trade disputes, mines and land acquisition on the lines recommended by the Whitley Report. Information is now to hand that the Government of India has decided to introduce in the forthcoming September session of the Legislative Assembly two Bills to amend, respectively, the Trade Disputes Act and the Land Acquisition Act. It is understood that the amendments sought to be introduced are based on the recommendations made in this behalf by the Royal Commission on Labour. (For recommendations of the Whitley Commission regarding the methods to be adopted for settlement of Industrial disputes, vide pages 337 to 348 of the Whitley Report. For recommendations re. amendment of the Trade Disputes Act, vide page 347 of the Report. For recommendations of the Whitley Commission re. amendment of the Land Acquisition Act, vide pages 290-291 of the Report).

Conditions of Mining Labour in C.P. & Berar -1931*

The following information about the conditions of mining labour in the Central Provinces and Berar is taken from the Annual Review published by the C.P. Government on the District Reports on the working of the Indian Mines Act, 1923, in C.P. & Berar for the year ending 31-12-1931.

Supply of Labour. - According to the Review, the slump in the coal and manganese markets continued throughout 1931. 3 manganese mines and 3 mines for other minerals were opened in the year, but slump conditions were reflected in the closing of 3 coal mines, 18 manganese mines and 16 mines for other minerals during the year. The net result was the total number of working mines fell from 117 to 86, thus throwing a considerable portion of the labour force out of employment. The fall in the labour force was as much as 52,40 and 24 per cent. in the districts of Balaghat, Jubbulpore and Nagpur, respectively, and 5 per cent. in the Chhindwara district, with the result that, the supply of labour, both local and imported, was much in excess of demand. The Mahakali and the Majri coal mines in the Chanda district, however, experienced some difficulty in obtaining skilled labour owing to the want of suitable housing and accommodation. Despite the serious dislocation of the labour market created by the slump, the review states that there were no strikes during 1931, with one exception where the discharge of 200 men led to an abortive attempt for the declaration of a strike.

Wages. - During the year, there was no appreciable change in the rates of wages. The average earnings of a male labourer employed in coal mines ranged between Re.0-6-0 to Re. 0-10-0 per day for underground and between Re.0-9-0 to Re. 1-10-0 per day for surface work, while those of female labourers varied from Re. 0-3-0 to Re. 0-9-0 per day both for underground and surface work. In manganese and other mines the daily earnings of an unskilled labourer averaged between Re.0-5-6 to Re. 0-8-8 for a male and Re. 0-3-0 to Re.0-7-3 for a female, while skilled labourers earned from Re.0-7-0 to Re. 1-14-0 per day. The rates were higher than those earned by labourers employed in agriculture and in local industries.

Health of Labour Force. - During the year under review, Influenza, small-pox and cholera broke out at several mining camps. Influenza was responsible for 399 attacks and 14 deaths. There were 301 attacks and 62 deaths from small-pox, while Cholera was responsible for 20 attacks and 7 deaths. Adequate and timely steps were taken by

* Annual Review on the District Reports on the working of the Indian Mines Act, IV of 1923, in the Central Provinces and Berar for the year ending the 31st December 1931 - Nagpur: Government Printing, C.P. 1932. Price Annas Seven - pp. 7.

all the mine managements concerned to check the spread of the epidemics. The general health of the labourers in the mining camps was satisfactory. The dispensaries maintained by the Central Provinces Manganese Ore Company at their mines in ~~the~~ Nagpur, Balaghat and Bhandara districts, as well as the dispensaries at the Mahakali and the Ballarpur coal mines in the Chanda district, continued to render efficient medical help to the labourers and their families. The Tata Iron and Steel Company maintained a doctor and a sanitary gang to look after the health and sanitation of their labour force in the Balaghat district. The maternity benefit scheme inaugurated by the Central Provinces Manganese Ore Company in 1930 worked successfully throughout the year under review.

Housing Accommodation and Sanitary Conditions. - Except for the fact that the depressed condition of the mining industry prevented managements from proceeding with several schemes for the construction of improved dwellings for the workers, the sanitary conditions of the labour camps continued to be satisfactory. The Review states that housing conditions in the case of a few collieries continued to be unsatisfactory and expresses the hope that the managements concerned will make efforts as soon as possible ~~to~~ to improve conditions. The only notable advance in 1931 was the completion of suitable permanent quarters for the labourers of the C.P. Manganese Ore Company in the Bhandara, Balaghat and Nagpur districts.

Prices of Food Stuffs and Clothing. - While wages remained nearly stationary, the review states that the prices of the various food-stuffs and clothing were slightly cheaper in 1931 than the prices obtaining in 1930. In several ~~mine~~ mining camps weekly markets are established for the supply of necessaries to the miners, while in other mining camps, the workers have to obtain their supplies from the weekly bazaars held in the neighbouring villages.

Education. - The education of the children of the workers is provided for in two ways. Where the schools conducted by local bodies in the vicinity of the mining camps are close enough, the children of the workers attend such schools. Where there are not such schools, efforts have been made to provide special schools for the children of the miners. Progress in this direction has been slow owing to the want of the necessary finances. The Independent Mining Local Board, which maintained 11 schools during the year, and some of the Christian missions are taking an active interest in the education of the miners' children. According to the Review, the attendance in several schools fell owing to the decrease in the number of workmen in the collieries.

Accidents. - There were 65 accidents during the year under review against 91 in the preceding year. Out of these, 21 were fatal and 44 serious. ~~Twelve~~ Twelve of the accidents were due to misadventure while the rest were due to the negligence of safety precautions on the part of the employees concerned. A total sum of Rs. 1,239 was paid to the victims of the accidents or to their dependants as compensation under the Workmen's Compensation Act.

Hours of Work & Employment of Women & Children. - The hours of employment on surface workings varied from 5½ to 9 hours and those for underground work from 7 to 8 hours per day. The regulations restricting the employment of women underground were observed in coal mines. No women were employed on underground work in any of the manganese mines. In the Nagpur district 1,469 women were employed on surface work in manganese mines against 1,961 in the previous year. Two cases of employment of children under 13 years of age were detected in the Ballarpur and the Mahakali coal mines in the Chanda district.

Receipts from Mines . - The provincial receipts from mines fell from Rs. 3,63,643 in the previous year to Rs. 2,41,066 during the year under review due to the depression in the manganese, coal and limestone markets. Of the total revenue, Rs. 1,07,256, was received from manganese mines, Rs. 1,24,397 from coal mines and Rs. 9,413 from mines for other minerals. The pit's mouth value of coal in Chanda district fell from Rs. 4-1-4 to Rs. 3-9-0 per ton and that in Ghindwara from Rs. 4-5-2 to Rs. 4-2-3 per ton.

Safety Devices and Fencing:

Agreement re. Standardisation in Jute Mills.

In recent years, the Factory Inspectorates of the several provinces have been taking considerable pains to impress on millowners the need for introducing standardised safety devices and fencing in the mills under their control. The Factories Department of the Government of Bengal has been holding consultations with the Indian Jute Mills Association, Calcutta, through a conference which ended on 9-4-31, for this purpose. During May 1931, the Committee of the Association was furnished with copies of the draft agreement covering the recommendations agreed upon for all classes of jute mill machinery, commencing with the softener and progressing throughout the process of manufacture. After the circulation of the agreement among member mills, the Association signed the agreement in June 1931.

The Agreement applies to new machinery only; it prescribes

that "All new machines installed after 1st January 1932 (this date was subsequently extended to 1st July 1932, with the consent of members, in order to enable machinery makers to bring their machinery up to date in respect of the agreement) in the mills within the membership of the Indian Jute Mills Association shall comply with the following general provisions:-

- (a) Projecting bolts or set-screws on revolving parts are prohibited unless efficiently protected.
- (b) All pulleys or wheels in exposed places shall be of the disc pattern or otherwise efficiently guarded.
- (c) Couplings on direct motor-driven machines shall be enclosed.
- (d) Handles, hand-wheels, etc., operating belt striking gears, must not be inside any guard."

The Agreement also stipulates that each individual mill shall be equipped with guards and certain safety devices. (The full text of the Agreement is published at pages 87-94 of the Report of the Committee of the Indian Jute Mills Association for 1931).

General Strike in Railways: Provisionally fixed for 1-9-32.

At pages 33 to 36 of the report of this Office for June 1932, reference was made to the railway strike situation and to the decision in favour of a strike made by a majority of the Unions belonging to ^{the} All India Railwaymen's Federation. It was also stated (see last para page 36) that a further decision with regard to the fixing of the day for the start of the general strike would be made at Madras about the middle of July by the railway leaders

in consultation with other labour leaders who were to meet in Madras in connection with the meetings of the Trade Union Unity Conference.

The Council of Action of the ^{India} Railwaymen's Federation met at Madras on 14, 15 & 16-7-32 ~~at~~ and, after full discussion, declared that the reply received from the Railway Board relating to retrenchment of staff was unsatisfactory. The Council of Action then laid down the programme of preparations for the general strike. The President and the General Secretary were authorised to give notice of a general strike to begin on 1-9-32, provided the Unions were ready with preparations and funds. The date is provisional and it is doubtful whether the A.I. Railway Federation would be able to mobilise such forces by that date as would embolden the Federation to initiate the strike with confidence.

Factory Administration in Bengal, 1931.*

The following facts and figures about working conditions in factories in the Bengal Presidency are taken from the Annual Report on the Administration of the Indian Factories Act in Bengal for 1931, submitted by the Chief Inspector of Factories of the Presidency.

Number of Factories.- During the year the number of factories on the register increased by 48. The total stood at 1,603 as against 1,555 in 1930. 72 factories were added to and 24 were removed from the register. The number of factories that worked was 1,471, as against 1,444 during the previous year, an increase of 27. 1,065 were perennial and 406 were seasonal concerns. Of the 1,471 factories on the register, 67 were Government and Local Fund factories, 127 were textile factories (16 cotton, 15 hosiery, 93 jute mills, 2 silk and 1 miscellaneous), 230 Engineering factories, 9 minerals and metals factories, 640 food, drink and tobacco factories, ~~Statistics~~ (314 rice mills and 286 tea factories), 109 chemical and dyes factories, 92 paper and printing works (86 printing and bookbinding concerns), 47 factories concerned with processes relating to wood, stone and glass, 5 leather and tanning factories, 120 gins and presses and 25 miscellaneous factories.

Number of Operatives.- At the close of the year the number of operatives employed in registered factories was 480,439, as compared with 563,877 in 1930, a decrease of 83,438. The present world-wide depression in industry is stated to have seriously affected Bengal, the returns showing a very heavy decrease in the number of factory operatives. Jute mills and jute presses alone show a decrease of 63,000, following on a decrease of between 15,000 and 16,000 during the previous year. The following table shows the reductions in the number of employees which have taken place in the principal industries:-

	No. of operatives		Decrease
	1930	1931	
Jute mills	328,177	268,289	59,888
Jute presses	32,132	29,259	2,873
Railway workshops	32,607	28,917	3,690
General Engineering Works	24,642	21,455	3,187
Ship-building and engineering	14,840	11,796	3,044
Iron and steel smelting and rolling mills	9,113	6,716	2,397
Ordnance factories	7,458	5,569	1,889
Tea	16,931	15,151	1,780
Kerosene-tinning and packing	5,225	4,292	933

*Government of Bengal. Annual Report on the Administration of the Indian Factories Act in Bengal for the Year 1931. J.B.McBride, A.M.I.Mech.E. Chief Inspector of Factories, Bengal (Offg). Calcutta: Bengal Secretariat Book Depot, 1932. Price - Indian, Rs.3; English, 5s.3d. pp.84.

Women and Children.- The average daily number of women employed in factories was 61,947 (54,762 in perennial factories and 7,185 in seasonal factories), as against 73,951 in 1930, a decrease of 12,004 as against 4,015 during 1930. This is due to the prolonged trade depression and to the general change over by jute mills to the single-shift system of working. This decrease of approximately 16 per cent, as against 5 per cent in 1930, is accounted for principally in jute mills, returns from which show a reduction of 9,860 in the number of women employed. The total number of women employed in jute mills during the year was 42,254 and that in cotton spinning and weaving mills was 1,922. Instances of illegal employment of women were few, prosecution being necessary in one case only.

The decrease in the average number of children employed during the year in registered factories is almost startling, the average daily number employed being 7,281 (5,769 in perennial factories and 1,512 in seasonal factories), as against 16,630 in 1930 and 23,036 in 1929. This decrease of 9,349 in the number of children from the 1930 figures is accounted mostly by a decrease of 8,184 minors, or 88 per cent of the total decrease, in the jute mills which employed only 3,462 children during the year under review as against 11,646 during 1930. In addition to the natural consequences of an unprecedented year of bad trade and the change over to the single-shift system of working, this heavy slump in the employment of children in jute mills is mainly the result of the continuance of the policy of substituting adults in place of children. The supply of labour now exceeds the demand and, in view of the restrictions imposed by the Act on the employment of children, mill managers now affirm that adult labour is more economical and less troublesome. Three years ago, practically every mill employed children, whereas at the close of the year under report, children were being employed in 21 mills only, out of a total of 93. In 1925 the mills employed 26,474 children as against 3,462 in 1931. The report states that, taking into account the present standard of jute mill labour in Bengal, the lack of schools, and the considerable period which must elapse before elementary education can become compulsory, this depletion in child labour is a mixed blessing. Only 3 prosecution cases were necessary for illegal employment of children as against 20 in the previous year. One was for employing a child without medical certificate, and the other two were for employing children outside the hours specified for their employment. All ended in conviction.

Inspection.- 2,953 visits were made by inspectors of this department to registered factories, and 219 to unregistered concerns. As usual, a considerable number of these visits were carried out during rest intervals or before or after legal hours for the purpose of detecting illegal overtime. The figures include 468 special visits for investigation into complaints, enquiry into accidents, collection of statistics, etc. 780 factories were inspected once, 264 twice, 131 three times and 191 more than three times. 105 factories were not inspected.

Working Hours.- According to the report, sub-section 3 of section 36 of the Factories Act which lays down the procedure which must be followed when employers alter specified working hours, has always been responsible for innumerable administrative difficulties. It is claimed to be abstruse and impracticable, and is almost impossible of application to illiterate labour, or to the conditions of employment in this

province. Employers do not and will not understand its provisions. Until its requirements are thoroughly practicable and free from ambiguity, and the exact procedure to be followed is laid down in full detail, labour will continue to be deprived of the protection which the Act is intended to provide.

Another serious matter in connection with the control and administration of legal hours of work is the problem of "contract" labour, i.e. factory labour employed by contractors. The bulk of this class of labour is found in the shipyards and the jute-pressing factories and their numbers total between 40 and 50 thousand workers. The employers contend that, in respect of their contract labour, the employment sections of the Act cannot be complied with. They emphatically state that the contract system of employment cannot be abolished, that an attendance register for this illiterate class of labour is an impossibility, and that any alternative in the form of rigidly fixed hours which would not permit of overtime or Sunday work, would deprive them of that elasticity in hours of employment which is essential to industry. The enforcement of the Act as it stands would be tantamount to forcing the abolition of the contract system of employment and would undoubtedly cause a serious upheaval in staple industries. This would be at variance with the principle of gradualness which is fundamental in measures for the amelioration of industrial conditions. In past years, every attempt to find a means of obtaining a definite check on the daily and weekly holiday has failed and, in consequence, the hours of work provisions of the Act in respect of contract labour have never yet been operative.

Wages.- During the year there has been an all-round decrease in the earnings of factory workers, the number unaffected either by cuts in wages rates, reduced working hours, or entire loss of employment, being comparatively few. In the larger concerns and better organised industries the average reduction in wages appears to be in the region of 10 per cent., but in the small unorganised factories there is little doubt that the reduction has been greater. Production costs had to be reduced to an absolute minimum and unorganised labour has been unable to resist what, in many cases, must be regarded as an undue cut in wages. The report states that cases have come to notice in which contractors have undertaken to carry out work at ridiculously low prices, their men being paid at only half the normal rate.

In the jute industry, when the general change over to the single-shift system was made, a regular four-day week of 10 hours per day was established in place of the previous four-day week of 13½ hours per day with an idle week each month. In effecting this change managers in the different areas tried to work together to establish a standard rate of pay for the various classes of workers, but apparently they have not been too successful. It has been found possible, however, to eliminate the old system of augmenting pay by means of khoraki, bonus, etc., and to establish consolidated rates in the individual mills. The effect has been a slight reduction in the total monthly wages earned.

Housing Conditions.- According to the Report, the prolonged industrial depression has made drastic cuts in the capital expenditure of many of the larger industrial establishments essential, and in consequence, housing and welfare schemes, in common with other projects requiring considerable financial support, have had to be curtailed or held up indefinitely, pending a return to more normal conditions.

In spite of financial stringency, however, and the consequent need for rigid economy, a considerable ~~many~~ number of improvements have been effected. The general improvements carried out by some of the larger factories include additional tube-wells, drinking water taps and hydrants, bathing tanks and wash houses, better drains and flushing arrangements, and street lighting in the coolie lines. The water-supply and electric lighting schemes of the Bhatpara Municipality, have now been completed, but the full benefit will not be felt until the sewerage scheme, which is making good progress, is also completed. It is stated that the completion of these three schemes will make possible a type of industrial housing accommodation far in advance of anything yet attempted in Bengal.

In connection with the housing accommodation provided for labour employed in tea factories, it is reported that, due to the present financial stringency, building programmes have been almost entirely suspended, and that in the few instances where additional accommodation has been constructed, such work has generally been undertaken with the object of keeping the labour employed, and retaining it on the garden.

Welfare Work.- Great advance in welfare work was made in the year under review. The Indian Jute Mills Association had under consideration during the year a scheme for establishing in jute mill areas welfare centres, baby clinics and creches, particulars regarding the scheme is given elsewhere in this report. Progress in the provision by employers of hospital facilities for labourers was continued during the year. Messrs. Bird and Co. appointed a full-time European Secretary to organise and manage welfare in the jute mills under their management. An important development in connection with welfare work is the provision of leprosy clinics or facilities for treating the disease. These clinics or treatment centres have been established in several jute mills during the year.

With regard to welfare work in tea gardens, the payment of maternity benefits, which have been in force for several years now has been continued. The scale of benefit and the method of payment varies from factory to factory, consisting in some cases, of a small lump sum paid when the ~~x~~ child is born, and in others, of monthly payments during pregnancy and after delivery. In an endeavour to induce the mother to rear the child, some factories contribute a small monthly amount to its support for periods varying from 6 to 12 months. In other cases such inducement takes the form of a small lump sum, paid 6 to 12 months after birth. An interesting innovation in connection with welfare work in tea factories is the introduction ~~x~~ by one ~~xxxxxx~~ concern, of a system of free insurance. The object of the insurance is to induce the worker to keep himself in a good state of health and to attend his work regularly. All premiums are paid ~~by~~ the company, who offer a bonus for good attendance. The bonus is not paid in cash to the worker but is credited to his account in the insurance fund.

Sanitation.- The Report states that sanitary and cleanly conditions of factories are being improved, though perhaps but slowly; the principal difficulties being met with in the smaller factories, and factories in outlying districts, where ~~xxxx~~ arrangements are very often antiquated and unsatisfactory. The irregularities noted refer mostly to the dirty condition in which the conveniences, drains, etc. are kept, to insufficient or unsuitable latrine accommodation, and to general uncleanly conditions in factory buildings and precincts. The tendency to delay limewashing until the Inspector draws attention to the matter,

still continues, and requires constant vigilance. Prosecutions were instituted in four cases of wilful failure to carry out the requirements of the Act and Rules. During the year, rules 33 and 34 of the Bengal Factories Rules which deal with the scale of latrine accommodation in ratio to the number of employees, and provide for the manner in which latrines must be constructed, maintained and tended, were revised. Plans of six septic tank latrines and one activated sludge plant were approved by the Director of Public Health for installation in 6 factories.

Ventilation.- Throughout the year special attention is reported to have been given to the question of dust removal, and the problem in its general application is now fairly well understood. The principal problems concern the jute and tea industries, the different dusts presenting different difficulties. It was realized, however, that the present is not the time to ask firms to instal expensive plants unless the degree of impregnation is a serious menace to the health of the workers. With regard to tea ~~industry~~ factory sorting rooms, there has been no alteration in policy during the year under report, i.e., orders for the installation of exhaust trunk systems of dust extraction are still being held in abeyance, pending a return to normal trade conditions. In printing presses, one of the principal sources of lead poisoning is dust in the atmosphere which arises from type case sweepings and lead dross, and whilst type cases are being cleaned. An endeavour has been made during the year to stamp out, as far as possible, the practice of cleaning type cases within the composing rooms by means of hand bellows.

Safety.- The general standard of fencing and safeguarding is stated to be slowly improving and, with some exceptions, occupiers and managers manifest an increasing willingness to comply with the requirements of the Act in this respect. The Report states that the lack of an instructive handbook on the protection of machinery and power transmission apparatus in factories had always been a handicap and it has been decided, therefore, to compile a "safety" pamphlet on lines somewhat similar to those published by the Home Office. The proposed pamphlet in English should be ready for publication before the end of 1932 and it is hoped that, at a later date, it will be possible to have it translated into Bengali and Hindi. It will embody the experience of this department together with the latest methods and practices adopted by other countries, and to this end, various safety publications, including those issued by the International Labour Office, Geneva, are being freely drawn upon. The Department arrived at, during the year, an agreement with the Indian Jute Mills Association for the provision of Safety devices and fencing for machinery in jute mills (details re. the agreement are given elsewhere in this report). The execution of this agreement is a very definite step towards adequate safety conditions in this huge industry which at present employs approximately 268,000 workers, and is evidence of the desire and willingness of the employers to do whatever lies in their power to protect their workers and reduce the possibilities of accidents.

Safety First Movement.- An interesting innovation in the furtherance of the Safety First movement is the installing of warning hooters or sirens in textile factories, their purpose being to warn employees that the power plant and machinery is about to be set in motion. The Ludlow Jute Mill Safety Committee continued to do useful work during the year. Another factory in which the safety first

movement has been developed in the Indian Iron and Steel Works. In this factory the foremen give monthly lectures to their men on the hazards connected with the Iron and Steel industry, and the best methods of avoiding accidents. Instruction is also given in first aid, and first aid boxes, fully equipped, have been placed at vantage points throughout the factory, each box being in charge of a trained man. Safety notices have been painted on walls, chimneys, and other conspicuous places throughout the factory in such positions that the workers are continually being confronted by them.

General Health.- It is reported that the general health of operatives was much the same as in previous years. A leprosy survey carried out amongst the labour employed in tea factories and tea gardens resulted in a number of cases being detected. Most of them were placed under treatment and several cures were effected. Many, on the other hand, gave up treatment, and some absolutely refused to take it, and rather than submit, bolted away from their gardens and were lost ~~to~~ sight of. In no case, however, was any segregation done, the contention being that, in consequence of the coolies' strong objection to interference with his domestic arrangements, any attempt at isolation would probably lead to trouble. There is undoubtedly much force in this, but at the same time, lepers should not be handling tea in the course of manufacture. Managers are, therefore, being urged to take all precautions they can to prevent lepers from being employed in the factory.

Accidents.- The total number of accidents reported during the year from registered factories in Bengal was 3,313, of which 36 were fatal, 972 serious and 2,305 minor. This is a decrease of 21 fatal, 293 serious and 555 minor, i.e., a total decrease 869 accidents compared with the previous year. The accident rate per thousand persons employed is 6.89, a decrease of ~~152x~~ .53. This drop, substantial as it is, is to be explained mainly by the fact that the majority of factories have been working much below their normal capacity. The effect of a reduction of fully 85,000 in the number of factory workers is reflected in the comparatively small drop in the accident rate per thousand. ~~The~~

Prosecutions.- The total number of cases instituted was 114, of which 91 were against managers, 20 against occupiers, 1 against occupier and manager jointly, and 2 against sub-ordinates, e.g., clerks in charge of registers. 88 cases ended in conviction and 5 in acquittal. An appeal filed against one conviction is as yet undecided. One case was withdrawn, the accused having given an undertaking to comply with the requirements of the Act in future; one was filed as the factory had closed down permanently and the whereabouts of the accused could not be traced; two were postponed sine die as the accused had absconded; and 17 were undecided at the close of the year.

The Report remarks that the results of proceedings still show a remarkable disparity in the value of the penalties imposed, and a lack of appreciation by the courts of the seriousness of the cases put before them. In order to remedy this state of affairs, the Chief Inspector has recommended that Special Magistrates should try cases under Factories Act (vide Chapter V of Whitley Report for the Royal Commission's recommendations on this subject).

(The Report on Factory Administration in Bengal during 1928 was reviewed at pages 39-43 of our September 1929 report, that during 1929 at pages 26-30 of our August 1930 report and that during 1930 at pages 29-34 of our August 1931 report).

Working of the Workmen's Compensation Act, 1923,
in Bihar and Orissa, 1931.*

The following facts regarding the working of the Workmen's Compensation Act in Bihar and Orissa are taken from the Statistical Returns under the Workmen's Compensation Act, 1923, for the year 1931 submitted by the Government of Bihar and Orissa to the Government of India.

The daily average attendance of persons employed is reported to have been 130,921 adults and 1,743 minors in 1931, as compared with 158,602 adults and 1,363 minors in the preceding year. The decrease in respect of adult workers is attributable to the general depression in trade, while the expansion of the mica industry in the district of Gaya accounts almost entirely for the small increase in the number of minors employed. There was no case of occupational disease during the year under review. 122 persons lost their lives as the result of accidents and the numbers of those who suffered from permanent and temporary disablement ^{were} ~~was~~ 121 and 1,661 respectively, whereas in 1930 the corresponding figures were 170, 132 and 2,579. The total sums paid as compensation for the three classes of accidents were Rs. 53,617-11-0, Rs. 44,327-5-1 and Rs. 42,219-0-3 against Rs. 84,797-14-0, Rs. 44,582-4-9 and Rs. 44,610-12-0 respectively in the preceding year. Out of these amounts, Rs. 53,592-11-0, Rs. 9,494-15-3 and Rs. 108-8-0 respectively were paid through the Commissioners for Workmen's Compensation as compensation for fatal accidents, permanent disablement and temporary disablement. The average amount paid as compensation

* No. ²⁵⁷ ~~XL-16~~ COM.R. Government of Bihar and Orissa. Revenue Department. Statistical returns under the Workmen's Compensation Act, 1923, for the Calendar year 1931. Dated Ranchi, the 29th June 1932. pp.6.

for a fatal accident was Rs.439 and for permanent disablement Rs.366 as compared with Rs.498 and Rs. 337 in 1930. There were no accidents of any class to minors in respect of which compensation was paid.

The report notes that the provisions of the Act are generally fairly well known, though reports from North Bihar still state that employees are not generally aware of its provisions.

(The working of the Act in Bihar and Orissa during 1930 is reviewed at page 21 of the report of this Office for September 1931).

Working of the Workmen's Compensation Act in Madras, 1931*

The following facts regarding the working of the Workmen's Compensation Act in the Madras Presidency ^{during 1931} are taken from the Report on the working of the Workmen's Compensation Act in the Madras Presidency for 1931, submitted by the Commissioner for Workmen's Compensation with the Government of Madras.

Returns under section 16 of the Act were received from 1,541 establishments out of a total of about 1,700. The defaulters were only in respect of the smaller establishments and even in these cases, the non-submission was, in most cases, due to the fact that they were not working during the year owing to trade depression. The usual permission was given to the Calcutta Claims Bureau, Calcutta, of which a number of Insurance Companies are members, to submit returns on behalf of the employers who have insured their liabilities with them.

* Government of Madras - Public Works and Labour Department
G.O.No.1311 L., 17th June 1932 - Workmen's Compensation Act, 1923 -
Working - 1931 - Report - pp. 24

The number of employers on behalf of whom the Insurance Companies submitted returns was 40. Many of the big employers have not yet insured their liability and this shows that accident insurance has not yet become popular in this Presidency.

In all cases, except 142, only 'nil' returns were received. 23 cases of death, 61 cases of permanent disablement and 1,058 cases of temporary disablement were reported in these 142 returns, as against 23 cases of death, 63 cases of permanent disablement and 710 cases of temporary disablement reported last year. The total amount of compensation paid in respect of the 23 cases of death, 61 cases of permanent disablement and 1,058 cases of temporary disablement was Rs. 10,048-0-4, Rs. 12,955-14-11 and Rs. 15,290-6-1 respectively, as against Rs. 10,861-8-0, Rs. 12,081-4-3 and Rs. 6,720-15-9 respectively paid during the last year. The compensation paid during the year in cases of accidents resulting in death and in permanent disablement was nearly the same as in the previous year. The number of accidents resulting in temporary disablement reported during the year was very nearly one-and-a-half times the number reported in the previous year, and the total amount of compensation paid was more than double the amount paid during the previous year.

The number of cases filed during the year was 148 as against 146 in 1930. Of these 148 cases, 35 relate to proceedings instituted for recovery of compensation under section 10 of the Act, 50 to distribution of compensation to the dependents of diseased workmen under section 8, 42 to memoranda of agreement for registration under

Section 28, and 7 to recovery under Section 31 and 14 to other deposits under Section 8(2).

(The working of the Workmen's Compensation Act in the Madras Presidency for 1928 is reviewed at pages 31-32 of the August 1929 Report, that for 1929 at page 18 of the August 1930 report and that for 1930 at pages 23-24 of the September 1931 Report of this Office).

Factory Administration in U.P., 1931*

The following information regarding the working of the Indian Factories Act in the United Provinces during 1931 is taken from the Annual Report on the subject submitted to the U.P. Government by the Chief Inspector of Factories with that Government.

Number of Factories. - The total number of factories on the register in the United Provinces at the close of 1931 was 461, against 409 in 1930. This represents an increase of 12.7 per cent in the number of factories, against 6.51 and 2.95 in 1930 and 1929, respectively. The increase is mainly due to the registration of 33 small sugar factories in Bareilly. Of the 461 factories, 210 were seasonal and 251 perennial. Of these, 424 factories (188 seasonal and 236 perennial) worked during the year and 37 remained closed.

Number of Operatives. - The average daily number of persons employed in the registered factories as obtained from the annual returns submitted was 93,223 against 92,161 in the previous year. Nearly 93 per cent of this is adult male labour. 77 per cent of the total number of persons were employed in perennial factories and 23 per cent in seasonal concerns. The increase in the number of operatives is entirely due to the registration of the new factories. Out of the 93,223 operatives, 32,054 were employed in the textile industry, 19,547 in Government and Local Fund factories, 12,422 in food, drink and tobacco factories and 9,996 in gins and presses.

Employment of Women & Children: - The average numbers of women and children employed during the year were 6,316 and 641 respectively as against 6,623 and 863 respectively during 1930.

* Annual Report on the working of the Indian Factories Act in the United Provinces for the year 1931 by the Chief Inspector of Factories and Boilers - Allahabad: The Superintendent, Printing and Stationery, United Provinces - 1932 - Price Rs. 1-8-0 - pp. 35.

798 women were employed in tea factories and 3,433 in cotton ginning factories. There was a decrease of about 4.6 per cent in the number of women employed and the proportion of women to the total number of employees was lowered to 6.8 per cent, against 7.2 in the previous year and 6.98 in 1929. The decrease was principally due to less women being employed in the Cawnpore factories, the cotton ginning factories, and the Manauri oil mill which closed down permanently during the year.

The large decrease in the number of children employed noted in the previous year continued and in the year under report there was a further drop of over 25 per cent from the figures for 1930. The proportion of children to the total number of persons employed is now slightly less than .7 per cent. The following classes of factories were mainly responsible for the reduction of children from employment: textile, opium, glass and cigarette factories, also to a lesser extent, paper, printing, leather and oil.

Inspection. - The number of inspections and visits made during the year was 1,114, as against 990 in 1930. 141 factories were inspected once, 120 factories were inspected twice, 59 factories were inspected thrice, 64 factories were inspected more than three times, while 40 factories were not inspected. The total number of inspections and visits were 124 more than in the previous year. The greater part of this is reported to be due to a large number of visits by the assistant inspector to investigate the conditions of work in the glass bangle concerns situated at Firezabad, and also to some extent to the increase in the number of inspections made by officers of the Public Health department.

Sanitary Arrangements and Ventilation. - According to the report, in most cases sanitary arrangements were found to be fairly satisfactory. A number of warnings were, however, issued regarding the cleanliness of latrines and also for the periodical lime washing and coal-tarring of latrines and receptacles in compliance with the rules, but no prosecution was necessary.

Ventilation was satisfactory in most factories, Some minor alterations were ordered in a few cases where an improvement appeared desirable.

Fencing of Machinery. - The fencing of machinery and the provision of suitable guards were, according to the report, generally well maintained, but in two cases prosecutions were instituted for failure to provide necessary guards.

Accidents. - 1,683 accidents, (11 fatal, 289 serious and 1,383 minor) were reported during the year, as compared with 27 fatal, 246 serious and 1,592 minor in 1930. The total number of accidents decreased by nearly 10 per cent but there was a notable reduction in fatal accidents from 27 in 1930 to 11 in the year under report. This is the lowest figure attained since 1922 and is even considerably lower than the average for the previous ten years, viz., 16.

A safety poster published by the Indian Red Cross Society depicting the correct and incorrect type of clothes to be worn by persons attending transmission machinery was issued to all factories in the province. It was not till the latter part of the year that all factories had been supplied with the poster, and it is too ~~early~~ early to judge the ~~the~~ educative influence of the poster on the workers.

Housing of Factory Operatives. - 269 additional quarters (198 single and 71 double) were constructed in 15 districts during the year. In addition to these the Cawnpore Improvement Trust built 24 Double, "A" Type quarters each consisting of two rooms, a store room, kitchen, verandah, latrine and courtyard; 20 Single "B" Type, quarters each consisting of one room, verandah, latrine and courtyard, and 20 Single "C" Type quarters each consisting of one room and a verandah.

Hours of Employment. - The majority of factories worked up to the maximum limit allowed by the Act. 62 factories worked less than 48 hours per week, 30 between 48 and 54 hours, while 325 factories worked more than 54 hours. Labour was plentiful in all districts throughout the year.

Welfare Work. - According to the report, there was no material progress in welfare work during the year under report, but the beneficent work already existing was continued. The British India Corporation, Limited, Cawnpore, built six quarters for a Segregation Hospital in their settlements and their medical staff treated a total of 163,451 persons. Their maternity and child welfare service had a very satisfactory record during the year. The schools in the settlement of the above corporation were well attended, the average daily attendance being over 500.

A workmen's welfare committee was set up in the Government Harness and Saddlery Factory, Cawnpore, and their recommendations were forwarded to Army Headquarters for orders.

The Mazdoor Sabha, the workers' organisation, has its own building in which the Sabha maintains a library and a reading room for members and a small dispensary where over 11,000 persons were treated.

(Previous References:-

	Pages	Month of Report.
Working of the Act in U.P. during 1928	25-27	Oct. 1929
" " " 1929	29-31	Nov. 1930
" " " 1930	27-29	Sept. 1931).

Trade Union Unity Conference, madras - 1932.

Full details regarding the split in Indian labour ranks which occurred at Nagpur in 1929 (vide pages 24-29 of the November 1929 report of this Office) and of the several steps that have been taken to heal the schism have been given in previous reports of this Office. The first definite step in the direction of healing the split, as will be remembered, was taken on 10-5-1931 at Bombay by holding a Conference under the auspices of the All-India Railwaymen's Federation. This Conference, attended by 42 trade unions, appointed a Committee — the Trade Union Unity Committee — in order to formulate proposals for effecting a union between the All India Trade Union Congress and the All India Trades Union Federation (vide pages 55-56 of our May 1931 Report). The Report of the Committee was published in April 1932 (vide pages 25-27 for a summary of the Report. A copy of the Report was forwarded to Geneva with this Office's minute D.1/1482/32 of 9-6-32). In order to consider the Report of the Trade Union Unity Committee and, if possible, to adopt a "Platform of Unity", a Trade Union Unity Conference was held at Madras on 14 & 15-7-32 under the auspices of the All India Railwaymen's Federation with Mr. Jamnadas M. Mehta in the chair. The following is a brief summary of the proceedings of the Conference. (A special report of the proceedings of the Conference was sent by Air Mail with this Office's minute A.1/2057/32 dated 25-7-32).

The Conference was attended by 108 delegates from all over India representing 54 Trade Unions. Prominent among those present were Messrs. Joshi, Bakhale, Chitnis and Khedgikar of Bombay, Mr. Ghani of the Punjab, Mr. L.I. Aiyar of Bangalore, and Messrs Giri,

Shiva Rao, Ramaswami Mudaliar, V.V.Sastri, V.L.Sastri and Basu Dev of Madras. No representative of the All India Trade Union Congress was present. Mr. C. Basudev of the Central Labour Board, Madras, welcomed the delegates to Madras. Mr. Jammadas Mehta then read his presidential address, a summary of which is given below.

Summary of Presidential Address. - In the course of his presidential address, Mr. Jammadas Mehta emphasised the necessity for complete unity among labourers ranks, especially at the present time when labour is passing through a crisis as a result of the economic depression. He put in a vigorous plea for developing the trade union movement of India along independent lines. He said, "We should not be open to the suspicion of being the ante-chamber of the Government on the one hand and the dupes of Moscow on the other". He uttered a grave warning against developing the Indian movement along communistic lines and declared that the ideal of the Indian trade union movement should be socialism and not communism. Mr. Mehta next referred briefly to the more important recommendations made by the Trade Union Unity Committee, viz., those regarding the definition of the ^{term} ~~word~~ 'Trade Union' and the functions of a trade union, the participation of trade unions in politics, the demands of labour, the affiliation of ^{the proposed} Central Labour Organisation of the country to ^{the} I.F.T.U. and the representation of Labour at ^{the} sessions of the International Labour ~~Conference~~ Conference. Dealing with the last recommendation of the Committee, namely, the representation of Labour at ^{the} Sessions of the I.L.Conference, Mr. Mehta said;

"The Committee also advises that India should continue to send delegates to the International Labour Conference at Geneva. The limitations of that Conference are too well-known to be ignored; but all the signatories to the League Covenant are pledged to the following nine points:- (1) Labour should not be regarded as a commodity

for sale. (2) The principle of an adequate wage according to local circumstances. (3) Freedom of combination for all lawful purposes. (4) A forty-eight hours working week. (5) The weekly rest day. (6) Regulation of the labour of young persons and the total abolition of child labour. (7) Proper inspection of factory labour and the enforcement of legislation in regard to it. (8) Complete equality of the sexes in the matter of compensation for equal amount of work. (9) Equal treatment of the non-nationals with the nationals in any country. When this is the programme which the International Labour Conference at Geneva has laid down for itself, no Trade Unionist can wisely decide to boycott it!"

Lastly, Mr. Mehta made a fervent appeal for unity and declared that Labour should work out ~~in~~ its own salvation and that it should not expect too much from the advent of "Swaraj" as the Indian capitalist has not been found to be in any way better in their treatment of labourers than ~~the~~ foreigners. (A printed copy of Mr. J.M. Mehta's presidential address was forwarded to Geneva with this Office's minute A.1/2057/32 of 25-7-32).

After delivering his presidential address, Mr. Mehta called for a general discussion of the main points raised in the report of the Trade Union Unity Committee, and it was clear that, while some extreme trade unionists, as represented by Dr. Chitnis (Bombay Scavengers' Union) and Mr. R.A. Khedgikar (G.I.P. Railwaymen's Union), were not inclined to accept the remarks and recommendations made in the report against the communists, there was another section represented by Mr. N.M. Joshi and his school, which thought that some of the recommendations in the report were unpractical and that a clearer lead should be given by the Unity Conference against the disruptive methods of the communists. On the second day of the meeting (15th July), Mr. Giri moved the adoption of the report of the Trade Union Unity Committee, and every Article of the "Platform of Unity", as amended by the Trade Union Unity Committee, (see page 10 of the Report of the Trade Union Unity Committee), was taken up for discussion.

In the main Mr. Giri's motion was carried and the report was adopted.

The "Platform of unity" as adopted by the Conference runs as follows:-

Platform of Unity. - I. A trade union is an organ of class struggle; its basic task, therefore, is to organise the workers for advancing and defending their rights and interests; and although collective bargaining is the necessary implication of a Trade Union and in the transitional period to Socialism, negotiations, representations and other methods of collective bargaining must remain an integral part of Trade Union activities, Labour and Capital cannot be reconciled in the capitalistic system.

II. That whenever necessary co-operation with the employers in the interests of the workers is not excluded.

III. The Indian Trade Union movement shall support and actually participate in the struggle for India's political freedom from the point of view of the working classes. This would mean the establishment of a socialist state and during the interval, socialisation and nationalisation of all means of production and distribution as far as possible.

IV. The Indian Trade Union Congress stands for:- (1) freedom of the press; (2) freedom of speech; (3) freedom of Assembly and (4) freedom of organisation.

V. The immediate demands of all the Trade Unions shall be:- (1) A statutory enactment providing a six hours working day; (2) Minimum wages guaranteeing all workers an irreducible standard to be fixed after investigation; (3) Weekly payment of wages wherever the workers demand it; (4) Equal wages for equal labour without racial or sex discrimination; (5) One month's leave a year with full pay; (6) Unemployment, sickness, old age and maternity insurance at the expense of the employers; (7) Better housing and working conditions for all workers; (8) Formation of elective workers' committees in factories, workshops, business houses and all other places where collective work is performed with a view to control the conditions of work inside those places; (9) Abolition of the employment of children under 14 years of age; (10) Leave with pay to women workers for six weeks preceding and six weeks after child-birth; (11) Abolition of all other systems of recruiting labour except through Trade Unions; (12) Abolition of fines imposed by the employers, be they private individuals or Government; (13) Abolition of the employers' control over the Provident Fund of the employees.

VI. The Trade Union Congress should consider whether an experiment should not be made for three years or more by affiliating the Congress to the International Federation of Trade Unions or "Amsterdam"; the final decision to be reached in the light of the result achieved.

VII. No representative of any Trade Union should accept nominated seats in the Central or Provincial Legislature and the Central Labour Organisation will be entitled to repudiate the

representative character of a nominee on any official committee or commission except when such nomination is in pursuance of a prior election by the Trade Union Congress or a subsequent ratification by its executive.

VIII. The Trade Union Congress should recommend delegates to the International Labour Conference held under the auspices of the League of Nations, such delegates to be elected by the All-India Trade Union Congress.

IX. The methods of achieving the objective of the labour movement shall be peaceful, legitimate and democratic.

X. When unity is achieved, the central organisation that is to be formed will be called "The All India Trade Union Congress".

The Conference then appointed a Committee consisting of Mr. J.M. Mehta (Chairman), Mr. V.V.Giri (Secretary), Messrs. Bakhale, Chitnis, Abdul Ghani, Aftab Ally and Basudev to draft a constitution for an All India Labour Organisation on the lines of the "Platform of Unity" as now revised and to present it to the All-India Trade Union Congress, the All-India Railwaymen's Federation and the All-India Trade Union Federation and other labour organisations as well as to unattached unions at a joint conference of these bodies to be convened after the draft is prepared.

The resolution on the "Platform of Unity" adopted by the Conference has been accepted by the All India Trades Union Federation which held its sittings at Madras on the 16th and 17th July 1932 (details re. the Conference of the All India Trades Union Federation are given elsewhere in this report). From a communique issued by the Acting General Secretary of the A.I.T.U.C., it is understood that the Trade Union Congress will be holding its annual session at the end of August 1932 and that one of the important subjects for consideration of the Congress will be ~~the~~ consideration of the "Platform of Unity" adopted by the Trade Union Unity Conference.

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1st Conference of the I.T.U. Federation, Madras, 1932.

The first Conference of the Indian Trades Union Federation was held at Madras on the 16th and 17th July 1932, immediately after the session of the Trade Union Unity Conference held at Madras on the 14th and 15th July. Mr. V.V.Giri, Bar-at-Law, General Secretary of the A.I. Railwaymen's Federation, was in the Chair. The Conference was attended by about 30 delegates from 23 unions from all over India, representing nearly 62,500 members.

The Chairman of the Reception Committee, Mr. Kotiswaran Mudaliar, in welcoming the delegates said that they were meeting at an auspicious moment with the hope of attaining unity in the labour ranks in the near future and expressed ^{the} hope that the Federation would accept the proposals of the Unity Conference. He then referred to the crisis through which Labour was passing and the action taken by the Federation to ameliorate those conditions.

The following is a summary of the presidential address delivered by Mr. V.V.Giri:-

Mr. Giri, in his presidential address, fully dealt with ^{a few of the} more important aspects of the problems confronting Indian labour. After referring to the economic and trade depression and explaining its repercussions on labour welfare, he said that even the Whitley Report, from which labour had expected much, did not come up to expectations and that even the modest recommendations of the Commission were likely to be shelved owing to Government's apathy. He said that the one step necessary for the acceptance of labour's minimum demands was cent per cent organisation of labour in this country. He said that the total number of workers at the present moment in this country is estimated to be between 55 to 60 millions. According to the memorandum prepared by the India Office to the League of Nations, there were nearly 27.8 million agricultural workers employed as farm servants and field labourers. In the transport industry, nearly 1.5 millions are actual workers. Public Administration claims nearly 1 million workers. Industry claims 11.8 millions, while trade claims 4 millions according to census of 1921. The number of organised workers is about 400,000 of which ^{the} All India Railwaymen's Federation claims about 160,000, ^{the} All India Trade Union Congress about 104,000, ^{and the} Indian Trades Union Federation about 664,000. These figures, he said, clearly demonstrated the need for concentrated

activity in the direction of labour organisation.

The problem of unemployment, Mr. Giri said, was of equal importance. In the railways nearly 42,000 were thrown out of work; 50 per cent of Indian seamen were on the waiting list; in the Bombay alone 30,000 textile operatives were on the streets workless; the jute industry of Bengal was at its lowest ebb; and even possibilities of agricultural employment have shrunk. State insurance against unemployment, old-age and invalidity was, therefore, insistently needed. He deplored the fact that though the Government of India had ratified the Unemployment Convention, it has taken no steps to fulfil its obligations under the Convention, despite the vigilance of the I.L.O. In this connection, Mr. Giri said, that some special machinery acting in the same manner as the I.L.O. was necessary for co-ordinating the economic policy of the Government, for conducting labour research and for supervising labour legislation.

Mr. Giri condemned the fissiparous tendencies in the Indian labour movement and criticised severely the communalistic spirit which had recently manifested itself in certain unions. He also condemned the communistic tendencies of the extreme sections of Indian Labour. He put in a vigorous plea for united action and said that politics could not be excluded from the purview of trade union activities. The worker was as much a citizen as anybody else and concerted political action on non-violent lines was necessary on the part of the workers to free the country from the yoke of foreign bondage. In this connection Mr. Giri suggested that it would be desirable if the I.L.O. would take up seriously the question of the removal of political obstacles that stand in the way of the emancipation of the workers, especially in back-ward countries like India. (A copy of Mr. V.V.Giri's presidential address was forwarded to Geneva with this Office's minute A.1/2057/32 dated 25-7-1932).

The Conference next proceeded to consider the report presented by Mr. R.R.Bakhale, General Secretary of the Federation, on the working of the Federation from December 1929 to June 1932. The Report was adopted by the Conference. (A full summary of the Report of Mr. Bakhale is given elsewhere in this report).

The Director of this Office, who attended the Federation as an Observer, was requested by the President on the second day of the Conference to address the Conference. In the course of his speech, the Director referred to the ^{plaudis} good work done by the Indian Labour delegations to the past sessions of the International Labour Conference, and to the resolution adopted by the 15th session of

of the I.L.Conference to hold an Asiatic Labour Conference. He appealed to all the Unions to take a keen interest in the matter so that an Asiatic Labour Conference may be held as early as possible.

Platform of Unity; Referred to Working Committee. - The "Platform of Unity" as adopted at the Trade Union Unity Conference held on 14 & 15-7-32 next came up for discussion. There was keen feeling that the "Platform" should be endorsed by the Federation also. Mr. N.M.Joshi, however, pointed out that in several respects that "Platform" was unworkable, and that it will have to be further implemented and amended. Thus, he was anxious that the new All India Labour Organisation which they wanted to create should affiliate itself definitely to the International Federation of Trade Unions. But this ~~was~~ proposal was lost at the Unity Conference as the members of the Left Wing still wanted to leave this question of affiliation to the discretion of the new Labour Organisation to be called into being, in order that the question may be indefinitely put off. Further, he said that though he was keen on unity, he wanted to proceed cautiously, so that it may be a real unity and *not* a mere paper unity which they were going to achieve. He, therefore, proposed that the Working Committee of the Federation should consider the report and the recommendations of the Unity Committee and the constitution that might be drafted by it. There was vigorous opposition to Mr. Joshi's suggestion, and in the resumed discussion on the next day (17th July), the President of the Unity Conference himself appeared and spoke in favour of the adoption of his report by the Federation. In the result the following resolution was passed by the Federation:-

"This Federation welcomes the efforts made by the Trade Union Unity Conference to establish unity in the ranks of Labour, and while substantially agreeing with a large number of proposals made by the Conference and recognising that there are certain points of importance which remain to be considered, authorises its Working Committee to consider and report upon the recommendations of the Conference after consultation with the affiliated unions. The Federation further authorises the Working Committee to enter into discussions with the representatives of other organisations, if necessary, for facilitating the reconciliation of differing points of view".

Other Resolutions Passed. - The other resolutions passed by the Conference were the following:-

Fundamental Rights. - I.(a) This Federation is emphatically of the opinion that the future constitution for India should have among its essential features:-

- (1) A declaration of fundamental rights guaranteeing inter alia to the workers, freedom of speech, freedom of the press, freedom of Assembly and freedom of Organisation, the right to strike, the right to work and provision against old age, unemployment, sickness, etc.

(2) Universal adult suffrage as the basis of franchise.

(3) For a period of three elections after the inauguration of the new constitution and thereafter as long as special representation for other interests remain a feature therein, representation shall be accorded to labour by means of election through Trade Union Constituencies to the same extent as may be conceded to the Capitalist Classes.

(4) Labour Legislation to be made both an All India Central or Federal or Provincial Subject and Provincial Legislatures also ~~shall~~ have the right of Legislation thereon.

(5) The Central (All India or Federal) Government to possess the power of ratifying the conventions and recommendations of the I.L.O., and securing their enforcement ~~throughout~~ throughout India.

(b) This Federation is further of opinion that in any scheme of representation to the Federal Legislatures from the Indian States, the interest of the workers in those states should be safeguarded in the same manner and to the same extent as in British India.

Representation in Legislatures. - II. (a) This Federation is of the opinion that the scheme of representation for workers as recommended by the Indian Franchise Committee falls seriously short of their requirements for the adequate protection of their interests, and strongly urges that the number of seats for workers in all the Legislatures, both Central and Provincial, should be at least 10 per cent. of the total number.

(b) The Federation strongly condemns proposals for the earmarking of seats allotted to the working classes on a communal or racial basis as such proposals are detrimental to the solidarity of the movement and consequently unacceptable to the workers.

Non-affiliation of Communal Unions. - III. This Federation expresses its unqualified condemnation of the efforts made to organise workers on communal or racial lines and resolves that no such Unions or organisations shall be affiliated to the Federation; further, it makes an earnest appeal to the workers in their own interest not to join such organisations and not to encourage or support them in any form.

The Capitalist Tactics Condemned. - IV (a) This Federation views with the deepest disapproval the organised attacks of the Capitalist Class on the rights and standards of life of the workers by means of wage cuts, retrenchment and refusal to recognise the workers' elementary right of organisation.

(b) This Federation condemns the indiscriminate support which the Government accords to the Capitalists in resisting the legitimate demands of the workers by the use of various sections of the Penal and Criminal Procedure Codes and other repressive measures.

(c) This Federation, therefore, calls upon the workers to strengthen their organisations particularly with a view to meet the present menace to their rights and interests.

(d) This Federation makes an earnest appeal to all Employers of labour, whether Government or Private, not to deprive workers of their right, by penalising them for being members of a trade union.

X Speeding up of Whitley Recommendations. - V. This Federation expresses its grave concern at the utterly inadequate efforts made so far by the Government of India and the Provincial Governments in carrying out the recommendations of the Royal Commission on Labour and urges in particular that immediate action be taken with a view to the introduction of a 48 hours' week, schemes for health and unemployment insurance and maternity benefits, minimum wage for workers, compulsory housing, relief of indebtedness, control of working conditions in un-regulated and seasonal industries, and the organisation of Labour Department as recommended by the Whitley Commission.

Women Workers in Mines. - VI. Whereas the elimination of women workers from underground is already going on on a considerable scale as required by law and whereas miners are greatly suffering because of the sudden fall in their ~~family~~ families' incomes by such elimination without a proportionate increase in the wages of the men miners, this Federation urges on the Government to instruct the Mining Board to enquire into this matter in consultation with the representatives of miners to insure the family income of miners.

Indian Seamen and Climatic Restrictions. - VII. Whereas no climatic restrictions were observed with regard to the employment of Indian seamen during the great war and whereas Indian seamen stood equal to any other maritime labour in all seasons and in all waters and whereas the re-enforcement of these climatic restrictions have thrown out of employment hundreds of Indian seamen, giving room to Chinese and Malayan seamen, this annual Congress of the Indian Trades Union Federation strongly urges upon the Government of India to remove the said climatic restrictions without any further loss of time and thereby to save the Indian Deck Crews, specifically of the Port of Calcutta, from further unemployment and its consequent hardships

Office Bearers. - The following Office bearers were elected by the Conference:

President: Mr. M.K. Bose of Bengal, Vice-President: Mr. Aftab Ally, General Secretary: Mr. R.R. Bakhale, Assistant General Secretary: Mr. S. V. Parulekar.

General Council. - The following persons were chosen to form the General Council of the Federation; Messrs. K.C. Roy Chaudhary, M.K. Bose and Aftab Ally of Bengal, Messrs. Syed Munawar, N.M. Joshi and S.V. Parulekar of the Bombay Presidency, Messrs. B. Shiva Rao, K.T. Bashyam, S.R. Varadarajulu, M.S. Kotiswamy, G. Selva Pathy Chatterjee & V.M. Ramaswami Mudaliar of the Madras Presidency, Messrs. M.A. Ghani & Diwan

Chaman Lal of the Punjab, Mr. P. C. Bose of Jharia, Mr. R.W.Fulay of Nagpur, and Mr. R. Suryanarayana Rao of the West Coast.

Working Committee. - A Working Committee consisting of messrs. N.M.Joshi, B. Shiva Rao, P.C. Bose, M.A.Ghani, R. W. Fulay and K.T.Bashyam was also elected.

1933 Conference. - It was also decided to hold the next year's session of the Federation at Lahore.

Progress of Indian Trades Union Federation -1929-1932*

The following information about the activities of the Indian Trades Union Federation and the progress achieved by it during the period December 1929 - to June 1932, is taken from the report for the period submitted by the Secretary of the Federation to the General Meeting of ~~the~~ the Federation which met at Madras on 16 & 17-7-32.

Origin. - The circumstances under which the Federation came to be organised were unfortunate and deplorable. Between the years 1920 and 1929 the Indian Trade Union Movement grew and developed under the auspices of the All India Trade Union Congress which was the one central body of organised Indian workers. In the year 1927 differences in respect of ideals and methods began to appear on the surface. By the unfortunate removal, due to arrests, of experienced elements in the extremist group of the Congress, matters reached a crisis in the 1929 Nagpur session, which passed certain resolutions, which it was not possible to accept or acquiesce in, without sacrificing some of the fundamental principles. The following were the principal decisions of the All India Trade Union Congress which necessitated a split: - The Boycott of the Whitley Commission, the affiliation of the Congress to the League against imperialism, and to the Pan-Pacific Trade Union Secretariat, the rejection of the proposal to hold the Asiatic Labour Congress, the refusal to send delegations on behalf of the Indian workers to future session of the International Labour Conference at Geneva, the recognition of the Workers' Welfare League, the rejection of the offer from His Majesty's Government of a Round Table Conference and the condemnation of the Nehru Report. Because of the above decisions, a large number of influential and strong trade unions had to secede from the All India Trade Union Congress. Representatives of the seceding unions met in conference at Nagpur on 1-12-1929 and took steps to form the All India Trade Union Federation. (For detailed account of the proceedings of the Nagpur session of the A.I.T.U.C. see pages 24-29 of the November 1929 Report of this Office). The Conference appointed a Committee of Management with Mr. V.V.Giri as President and Mr. R.R. Bakhale as Secretary, to organise the A.I.T.U.Federation, to frame a constitution for it and to secure the support of as many Indian Trade Unions as possible. On 20-7-1930, when 7 trade unions accepted the provisional constitution drafted by the Committee of Management, the All India Trade Union Federation formally came into existence.

* Indian Trades Union Federation Secretary's Report (From December 1929 to June 1932) - Published by Mr. R.R.Bakhale, Secretary, Indian Trades Union Federation at Federation Office, Servants of India Society Buildings, Sandhurst Road, Bombay 4. - pp.36 + liii

Affiliations and Membership. - The report states that applications for affiliations from trade unions came in very slowly at the beginning, the reasons being the political unrest prevailing in the country, and the unwillingness of many Unions to take the definite step of linking themselves with any section of the divided labour movement. Thus, most of the railway unions which had seceded in 1929 chose to stand aloof from both the A.I.T.U. Federation and the A.I.T.U. Congress. Still the membership of the Federation increased mainly owing to the vigorous propaganda carried on by the Secretary. According to the report, in June 1932 the number of unions affiliated to the Federation was 40, with an approximate membership of 78,000. The provincial distribution of unions affiliated to the Federation was as follows at the end of June 1932:- Bengal - 7, Bihar and Orissa - 1, Bombay - 8, C.P. & Berar - 3, Madras - 16, Punjab - 4, Indian States - 1. The report states that in view of the continued political unrest in the country, the nervousness created among Unions owing to the split in the labour movement, and the present neutral attitude of the railway unions, which on the whole are favourably disposed to the Federation, the strength which the Federation has been able to build up is very encouraging.

Activities of the Federation. - The period under report - December 1929 to June 1932 - the Report states, was a particularly important one as such subjects as trade union unity, the provisional decisions of the Round Table Conference, the franchise for the working classes, the selection of labour delegations to the I. L. Conference at Geneva engaged the attention of the newly started Federation. Owing to various causes, no general meeting of the Federation could be held during the period and the work of the Federation was carried on through Circulars issued by the Secretary to the affiliated Unions. The report states that, during the period under review, no less than 30 circulars were issued by the Secretary.

Labour Platform Defined. - Among these circulars, two require special attention. When the first Round Table Conference was over, it was found that some of the conclusions arrived at were prejudicial to the interests of the working classes and the masses generally and that it was, therefore, necessary to define the labour 'platform' with regard to the important constitutional changes that were seen to be effected. The Federation gave a lead on the subject with a view to mobilise working class opinion on these points and draw the attention of the Unions affiliated to it to the following points:-

(a) That in any constitution for India there should be a declaration of Fundamental Rights guaranteeing to the workers, inter alia, the freedom of speech, the freedom of the press, the freedom of association and the right to strike, the right to work and provision against old age, invalidity, etc.

(b) That the constitution for India should provide for adult franchise as the basis of election to the legislatures.

(c) That labour legislation and its administration should be made a federal subject.

(d) That co-equal powers should be given to the federal and provincial legislatures and that a provision should be inserted in the constitution that the legislation of the federal legislature shall prevail over that of the provincial legislatures.

(e) That the federal government should possess the power of ratifying the Conventions and Recommendations of the International Labour Organisation and secure its enforcement through the whole of federal India.

Franchise Problem. - The report states that the deliberations of the Indian Franchise Committee brought to the fore the question of what share labour should have in the political electorate. The Federation advised affiliated Unions to emphasise the following points in the memoranda that they were to submit to the Franchise Committee:-

(a) Adult franchise should be introduced and constituencies framed, preferably on the direct vote.

(b) If the introduction of adult franchise on the basis of the direct vote is likely to create unwieldy constituencies, some age limit, say 25 or 30 years, should be imposed on all classes, so as to limit the number of voters.

(c) Even if adult franchise is introduced, labour may not get for some years adequate representation, owing to lack of organization; and, therefore, separate constituencies of registered trade unions should be created and maintained in sufficient numbers for about 20 years.

(d) In the general electorates where there is a large number of working class population, it should be insisted that a certain number of seats would be reserved for the workers and peasants.

(e) The central legislature — particularly the Legislative Assembly — should consist of between 500 to 600 members, the provincial legislatures of large provinces should consist of between 300 to 400 members and those of smaller provinces of between 200 to 250 members. In each of these legislatures including the Council of State, labour should be given at least 10 p.c. of the seats.

Labour Representation in Legislatures. - The report gives the following list of persons connected with the Federation who have been either elected or nominated to the Indian legislatures, fresh elections to which took place at the end of 1930:- Legislative Assembly - Mr. N.M.Joshi (nominated); Bengal Council - Messrs. K.C. Roy Chaudhary and Latafat Hussain (both nominated); Bombay Council - Messrs. Syed Munawar and R.R.Bakhale (both nominated); and Mr. S. Asavale (elected) and Dr. B.R.Ambedkar (nominated); C. P. Council - Mr. R. W. Fulay (nominated); Punjab Council - Mr. Abdul Ghani (nominated); Madras Council - Mr. V.M. Ramaswami Moodaliar (elected).

Labour Legislation. - The report gives the following brief summary of recent labour legislation in the Central and Provincial Legislatures:-

Central Legislature. - The Government of India have begun to take, though slowly, some action on the recommendations of the Royal Commission on Labour in India. They have brought forward in the Legislative Assembly three Bills all of which are based, more or less, on the recommendations of the Royal Commission. The first Bill repeals the Employers and the Workmen (Disputes) Act of 1860. It had practically ceased to be used anywhere in the country and involved the principle of criminal breach of contract. The Bill has been passed into law. The second Bill amends the Workmen's compensation Act of 1923. The third Bill, the Tea Districts Emigrant Labour Bill, removes some of the restrictions on the recruitment of labour for Assam tea estates and creates a Controller of Emigrant Labour, with adequate staff to administer the system which the Bill seeks to establish. It also provides for ^{certain rights} ~~a small~~ rights regarding repatriation. As regards the revision of the law relating to factories, as recommended by the Royal Commission, the Government of India have recently issued a circular letter, to the provincial Governments and others interested in the subject, detailing the recommendations of the said Commission and their views on them. To this circular is appended a draft Bill prepared by the Government of India on the subject and they have invited the opinions of those concerned, by the 1st December 1932. This draft Bill seeks to reduce the present 60 hours a week and 11 hours a day provision to 54 hours a week and 10 hours a day respectively. The Government of India has issued another circular asking for the opinions of the provincial Governments and others, regarding the desirability for legislation on the lines of the Employers' Liability Act of Great Britain.

Provincial Legislatures. - A few Bills have also been introduced in the provincial legislatures by some of the labour members. Mr. Syed Munavar, in the Bombay Council, and Mr. Fulay, in the C.P. Council, have introduced Money Lenders Bills, Mr. Fulay has given notice to introduce a Bill regulating the unregulated factories in the Central Provinces and Berar. Mr. Ghani has also introduced one or two Bills affecting the interests of Labour in the Punjab Legislative Council. Mr. Bakhale has introduced in the Bombay Council two Bills to amend the Primary Education Acts so as to increase the upper age limit of primary education from 11 to 12. He has further given notice of a Bill to amend the Karachi Port Trust Act, so as to give representation to labour on the Karachi Port Trust Board of Trustees.

General Labour Conditions. - In a general review of labour conditions in all the Indian provinces, the report states that conditions in almost all trades and industries have gone from bad to worse. While the economic and trade depression is one of the causes for this, the report points out that the weakness of the Trade Union movement made it extremely difficult for workers to resist the attacks of the employers on their standards of life and that the result was retrenchment, wage-cuts, strikes and lock-outs in many industries. Where the Unions were strong, benefits resulted from strikes. The report gives concrete instances where employers have refused to recognise Unions, and other cases where the law

has been impressed by the employers and the government authorities to curb the activities of Unions. The arrests, prosecutions and convictions of labour leaders, all over the country, according to the Report, have given a definite set-back to legitimate trade union activities. Particular attention is drawn to the depressed condition of the jute industry in Bengal, to the plight of railwaymen threatened with wholesale retrenchments, and seamen faced with chronic unemployment.

References to the I.L.O. - The report contains several references to the I.L.O. It deals at length with the work of the Indian labour delegations to the I.L.Conference sessions of 1930, 1931 and 1932. A summary of the progress that has hitherto been made in the matter of holding an Asiatic Labour Conference under I.L.O. auspices is also included. Reference is also made to a meeting of the overseas representatives on the Governing Body of the I.L.O. held at Geneva in 1932 which Mr. N.M.Joshi attended, where the following questions were considered;- (1) How non-European bodies could derive the largest possible benefit from the I.L.O. (2) The desirability of bringing subjects of importance to non-European countries on the agenda of the I.L.Conference. (3) Adequate representation of non-European countries on the Governing Body and Committees. (4) Representation of non-European countries on the staff of the I.L.O. The report also makes a feeling reference to the late M. Albert Thomas and congratulates the new Director.

Fraternal Delegations. - The following list is given of important national and international meetings attended by members of the Federation. Messrs. S.C.Joshi and Muhammad Umar Rajab in 1930, Mr. Bakhale in 1931, and Mr. Chaman Lall in 1932 attended the meetings of the Executive Committees of the International Federation of Trade Unions. Messrs. Shiva Rao and N.M.Joshi attended the British Trades Union Congress annual sessions in 1930 and in 1931 as fraternal delegates from India. Mr. Rajab was also present at the 1930 sessions.

Finances. - The income of the Federation for the period 9-12-29 to 9-7-32 amounted to Rs. 5,080-14-7 and the expenditure to Rs. 2,868-10-6, the balance being Rs. 2,212-4-1. The affiliation fees amounted only to Rs. 437-8-0 and the report points out that many Unions are in arrears in respect of affiliation dues. The British Trades Union Congress donated Rs. 637-11-0 and the International Federation of Trade Unions Rs. 3,520-3-7 to the funds of the Federation, for which the report makes handsome acknowledgement to the two bodies. At the same time it is pointed out that financial help was given by these two bodies solely with a view to build up a strong Trade Union movement in India and not with any ulterior intention of influencing the policy of the Federation.

Central Labour Board - Madras.

Office-Bearers for 1932-33.

At page 63 of the report of this Office for May 1931, reference was made to a meeting of the Executive Committee of the Central Labour Board, Madras, held on 27-5-31 when a resolution, among others, was passed to the effect that efforts should be made to induce all the labour Unions of Madras to affiliate themselves to the Central Labour Board. Since then, it would appear, that the Central Labour Board has succeeded in securing the affiliations of several Unions of Madras city, which in the beginning were not agreeable to the idea of affiliation to the Board. In July 1932 the Board had about 34 unions affiliated to it. A general body meeting of the Board was held at Madras on 9-7-32 when 90 representatives from 34 unions were present. The following office-bearers for 1932-33 were elected by the meeting:-

President: Mr. T.V. Kalyanasundara Mudaliar; Vice-Presidents: (1) Mr. P.R.K. Sarma, (2) Mr. R. Sabapathy Mudaliar, and (3) Mr. B. Shiva Rao; Joint Secretaries: (1) Mr. C. Basu Dev, and (2) Mr. N.S. Koteswaran Mudaliar; Treasurer: Mr. P.V. Subramania Mudaliar.

The election of the 10 members of the Executive Committee was adjourned for the purpose of amending the constitution of the Board so as to give representation for every Union on the Executive Committee. Mr. Basu Dev congratulated the members of the board on the enthusiasm they exhibited in the cause of Labour, and said that ~~that~~ it was a happy day, which saw the closing up of ranks of ^{the} ^{Indian} Labour in Madras.

Intellectual Workers.

8th Annual Meeting of Bombay Teachers' Union, Bombay, 1932.

The eighth session of the annual general meeting of the Bombay Teachers' Union was held at Bombay on 7-7-1932 with Miss C.C. Thompson, Principal, St. Colomba High School for Girls, in the chair. The following persons were elected to the Executive Committee after the annual report for 1931-32 and statement of accounts of the Union for the above period were adopted by the meeting:

President.- Mr. H.V. Hampton, Principal, Secondary Training College. Secretaries.- Mr. M.R. Ingle, Assistant Master, Ram Mohan English School, and Mr. N. Nanabhai, Assistant Master, Wilson High School. ~~Treasurer~~ Treasurer.- Mr. Y.M. Rane, Assistant Master, St. Sebastian Goan High School.

In addition to the above office-bearers, ~~the~~ an Executive Committee of six ordinary members was also elected.

All the ^{institutions} mentioned above, in which the newly elected members of the Executive Committee of the Union are employed, are situated in Bombay City.

(The Times of India, 14-7-1932)

Economic Conditions.

New Cotton Contracts Act, Bombay

Bill Circulated for Opinion.

The Government of Bombay have circulated among the principal commercial and business bodies in Bombay, including the East Indian Cotton Association, the Bombay Cotton Brokers' Association, the Bombay Millowners' Association and the Bombay Chamber of Commerce, the text of the new Bill which will be introduced at the next session of the Bombay Legislative Council regulating transactions in cotton. These bodies have been requested to forward their views on the proposed measure.

Provisions of the Bill. - The new Bill seeks to give certain wide powers, which Government could enforce in times of emergency. It materially differs from the present Cotton Contracts Act in three respects. Firstly, it is proposed to acquire powers to recognize any association which applies to Government for official recognition. Hitherto the East India Cotton Association has been the only recognized body competent to control the cotton trade in Bombay. The Bill provides; " A cotton association, desirous of being recognized for the purpose of this Act, shall make an application in writing to the Governor-in-Council for such recognition and shall submit by-laws for the regulation and control of transactions in cotton and furnish such information in regard to such recognition as the Governor-in Council may from time to time require. The Governor-in-Council may give or refuse such recognition, provided no such recognition shall be given unless the by-laws submitted by the cotton association shall have been published in the Bombay Government Gazette at least one month before the date of such recognition." The Bill also recognizes the East India Cotton Association for the purposes of the Act.

Secondly, the Bill seeks to give special powers to Government to withdraw the recognition given to any cotton association. The section referring to this point says:- "The Governor-in-Council may at any time withdraw recognition given to a cotton association which shall thereupon cease to be a recognized cotton association".

Further, the Bill provides emergency powers, under which Government may supersede any Board of Directors and may appoint "in place of such Board such persons as they think fit to constitute a Board of Control and may also appoint one of their members to be chairman." These are fundamental changes in the New Bill.

Opposition of Indian Merchants. - The proposed Bill has created great dissatisfaction among the members of the East India Cotton Association, which body at present enjoys a monopoly of the cotton brokerage business in Bombay. On 29-7-32, a special meeting of the Association was held to discuss the attitude which it should adopt towards the proposed measure, but the meeting had to be postponed as no definite conclusion could be reached at the meeting.

The Government is introducing the Bill in view of the fact that the control of the cotton trade is largely in the hands of Congress sympathisers and that as a result trading in cotton has been very irregular during the last two years owing to frequent hartals. Another factor is that boycott of European firms and even of those Indian firms which have done business in defiance of the Congress has been successfully enforced by the Congress faction which at present controls the Association. The existing cotton Contracts Act expires by 31-8-32 and the Government is hopeful that the new Bill when passed will make free trading in cotton possible in Bombay city.

Extension of Tata's Steel Plant; Directors Sanction Scheme.

It is learned on good authority that the Board of Directors of the Tata Iron and Steel Company have recently considered detailed schemes for the extension of the plant for producing steel sheets, both black and galvanized, and they have sanctioned a scheme which will enable them to bring their annual output up to about 25,000 tons black sheets and over 90,000 tons galvanized sheets, which will mean double the present output. The extension has been planned in two stages, the first of which should be in operation before the

end of 1933, and the second during 1934. This extension should enable the Company to supply about three-quarters of the Indian demand for galvanized sheets at the present rate of consumption and it is so designed as to leave scope for a further increase of output by 50,000 tons when circumstances justify further development.

Impetus to Hyderabad Industries; Tariff Alterations.

The review of industrial progress issued by the Commerce and Industry Department of Hyderabad State for the year 1340 Fasli (1931 — 32 .) reveals that a determined drive is being made by the State authorities to stimulate industries in the State and to attract industrialists from outside the State to start new industrial enterprises in Hyderabad. In addition to taking vigorous action to improve local industries, the State has taken various constructive steps during the period under review to make the industrial facilities of Hyderabad attractive to outside capitalists. Thus, during the year under report, a scheme for the reservation and laying out of an industrial area, offering special advantages for a concentration of different industrial concerns, was submitted to the Nizam and received his sanction. The work of laying out the area has commenced and some plots have already been sold. Another advantage held out to industrialists is that no income tax is levied in the State. Further, there is an ad valorem duty of 5 per cent on all manufactured articles imported into the State. These facilities combined with a railway system radiating in all directions from the capital and joined to the main lines of British India, will, it is hoped, be taken full advantage of, and that as the present

world-wide depression passes away opportunities for establishing factories will attract increasing attention. Another important measure in this direction passed during the year was the issue of orders for the exemption of all manufactured articles from export duty and a number of raw materials from import duty. The Octroi levied in Hyderabad City was also abolished. The principles accepted by the Government require further detailed orders, and a new schedule is now under consideration.

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Diversion of Trade from Bombay; Demand for Investigation Committee

The unprecedented trade depression, coupled with the increasing diversion of trade from Bombay to the Kathiawar ports, has hit the Bombay docks very hard and rendered several of them idle. Inquiries recently made in the dock area of Bombay city reveal that deplorable conditions are prevailing in some of the most prominent docks which, until recently, were busy for almost 24 hours a day. According to an Associated Press report published in the Statesman of 26-7-32, out of the 23 wharfs in the Alexandra Docks, the premier dock in Bombay, over 15 are idle. The same is true of various other docks; for instance, in the Princes Dock eight wharfs out of 20 and in the Victoria Dock nine out of 15 are idle. If the present state of ~~xx~~ affairs continues for some time and the diversion of trade increases - as it threatens to do in the near future - then the Bombay Port Trust will soon have to consider what they should do to safeguard their interests against competition from the Kathiawar ports.

Public opinion in Bombay city has already begun to express itself and favours immediate action in the matter by the Government. It is being felt that if the competition of the Kathiawar ports is allowed to continue unchecked, the port of Bombay would decline, and incidentally cause further unemployment among Bombay seamen. The Committee of the Indian Merchants' Chamber has requested ~~that~~ the Bombay Government to appoint a representative committee to inquire into the matter and to recommend what preventive action should be taken.

Textile Crisis Precipitated by Japanese 'Dumping'

Tariff Board Inquiry Ordered.

The Government of India have recently been receiving representations from the Bombay Millowners' Association and the Ahmedabad Millowners' Association requesting them to take immediate action to impose additional duties on cotton manufactures imported from Japan in view of the recent fall in the price of such goods occasioned by the depreciation of the yen in terms of the rupee. This request has been supported by a number of Chambers of Commerce and other commercial associations including the Bombay, Bengal, Upper India, Karachi and Mysore Chambers of Commerce, the Indian Chamber of Commerce, Calcutta, and the Indian Merchants' Chamber, Bombay. (A representative deputation of the interests concerned led by Mr.H.P. Mody waited, in this connection, on the Commerce Member of the Government of India on 11-7-1932). While the majority of these representations have laid special stress on the need for immediate action of

the nature indicated in respect of manufactures of cotton, a further request has been made to the Government of India to take power to impose additional duties upon articles of various kinds, the price of which has been similarly affected by the depreciation of the currency in the country of origin. (The principal industries, other than the textile industry, affected are the cement, paint, shoe and hosiery industries).

As a result of the urgent representations made, the Government of India have decided to refer the question whether the imposition of additional duties under Section 3(5) of the Indian Tariff Act is required and what further action should be taken to protect Indian interests, to the Tariff Board. The terms of reference of the Tariff Board Inquiry, according to a Government of India communique dated 25-7-32, are as follow:-

To report whether cotton piecegoods, not of British manufacture, are being imported into British India at such a price as is likely to render ineffective the protection intended to be afforded by the duty imposed on such articles under part VII of the second schedule of the Indian Tariff Act of 1894, by the Cotton and Textile Industry (Protection) Act, 1930, to similar articles manufactured in India and if so to consider:

(a) To what extent, if any, the duty on cotton piecegoods not of British manufacture should be increased and whether in respect of cotton piecegoods (plain grey) only or of cotton piecegoods (others) only;

(b) whether the duty should be increased generally or in respect of such articles when imported from or manufactured in any country or countries specified; and

(c) for what period any additional protection found to be required should be given and to make recommendations.

On 26-7-32 a deputation representative of Japanese commercial interests waited on the Commerce Member to present the Japanese side of the case. Mr. Urabe, the leader of the Deputation, vigorously

denied the charge of 'dumping' and pointed out that Japan in 1930-31 imported Rs.239 million worth of goods from India and exported to that country only Rs.145 million worth. The increase of Japanese exports to India was, he argued, due to abnormal, temporary factors such as the crisis over the gold standard in Japan, the Far Eastern situation, the alarm in India over an impending cotton famine, and the bullish sentiment of American cotton. He denied that the Japanese Government had either deliberately lowered the exchange or subsidized the export trade, and argued that one reason for the low price of Japanese goods was the rationalization carried out in Japan.

The Commerce Member, in his reply, invited the Japanese deputation to lay its case before the Tariff Board Inquiry.

As the matter is one of extreme urgency it is expected that the Tariff Board will report at an early date.

New Cottage Industries Institute, Hyderabad State.

Hyderabad State, Deccan, has been making in recent years sustained efforts to revive the drooping cottage industries of the State and to put them on a stable footing. The most important cottage industries of the State are handloom weaving, dyeing and printing. It is estimated that one-third of the cloth worn in Hyderabad is manufactured on handlooms, while the industry uses raw materials consisting of yarn, silk, dyes and gold and silver lace to the value of about 15 million rupees, or approximately 10 per cent of the total value of the articles imported into the State. After agriculture, hand-loom weaving and dyeing are much the most important industries in the State. Although hand-loom weaving has held its own in a wonderful manner against the products of the power-loom, the weavers of the State as a body are illiterate, ignorant and ill-organised. It is the object of the Department of Industries and Commerce of the State to teach the indigenous weavers improved methods and new designs so as to enable them to hold their own against increasing competition, both inside and outside the State.

With this object in view, a Cottage Industries Institute has been opened on 4-7-1932 at Mushirabad, a place near Hyderabad City, the capital of the State. Together with the existing industrial institutions in the State, such as the Technical School at ~~Sarurnagar~~ Sarurnagar, the Osmania Central Technical Institute at Hyderabad and a small one styled the Barton Technical School in Secunderabad, it is hoped the new Cottage Industries Institute will play an important part in developing the cottage industries of the State.

Scope of Activities of the Institute.- The principal work of the Institute, which has been placed in charge of the Textile Expert of the State, is the organisation of demonstration parties for teaching by practical demonstration to weavers, dyers and other classes of

artisans in the villages improved methods of weaving, the use of the latest implements and accessories, such as the fly-shuttle and the dobby, and the correct and artistic use of different kinds of dyes and colours. A great advantage of the system is that the ~~class of~~ village artisans ~~are~~ taught these latest methods etc. in their own homes and this, it is pointed out, will act as a deterrent to the ~~the~~ rush of artisans from villages to congested industrial centres in urban areas. In addition to such practical teaching work, the Institute is to manufacture improved looms and dobbies and supply them to weavers. The Institute is also to be a place where research will be carried on as to the best kind of looms and accessories. It is also hoped that the Institute will, in course of time, be able to offer the weavers new and attractive designs which are likely to enhance the marketing possibilities of the finished products. In order to sell the product of the Institute a Sales Depot has also been established.

Minor Cottage Crafts.- While the new Institute is mainly concerned with the handloom industry and the allied crafts of dyeing and printing, the research work carried on in the Institute will also contribute substantially to the improvement of small cottage industries and to the introduction of new ones. With this purpose in view, special sections have been included for knitting, canework, embroidery, toy-making, durr-y-making, munda-making and the like, while a small woollen plant has been installed in order to see whether it is possible to increase the use of Hyderabad wool which is exported in its raw state in large quantities.

Cost of Institute and Yearly Running Expenses.- The Institute has cost Rs. 122,738 to erect and Rs. 54,016 to equip. The gross annual cost of running the Institute is Rs. 92,895 and the immediate estimated income from its products is put at Rs. 43,300. The authorities are hopeful that after two or three years' working, the working expenses will be reduced to Rs. 30,000 per year.

Employment and Unemployment.

Industrial Occupations for the Unemployed: A Bengal Scheme.

The Minister-in-Charge, Industries Department, Government of Bengal, issued a circular a few months back calling forth schemes which, without entailing heavy outlay on the part of the Government, would, in themselves, offer a medium of lucrative employment to as many young men as possible. In response thereto, an Indian member of the Bengal Legislative Council has submitted a scheme, in which he suggests a number of small industries not requiring a large capital nor elaborate machinery for their establishment, in which young men of respectable families could find a living for themselves.

The industries suggested include:- brass and bell-metal works (requiring a capital of Rs.500); soap-making (Rs. 400 to Rs.500); cutlery (Rs.700); pottery (Rs.500 to Rs.600); paddy husking (Rs.300); umbrella-making (Rs.500); hosiery (Rs.500 to Rs.600); conch-shell bangle making (Rs. 500); jute weaving (Rs. 300); and boot and shoe-making (Rs.500).

All the industries mentioned above have been more or less completely investigated and their economics fully studied. It is estimated that each of these industries will bring in a monthly income of Rs.100 to 150 a month. It is suggested that the Minister should take steps at once to start training classes in all these subjects and attract suitable men to them and that Government should help the trained men in buying the required machinery on the hire-purchase system.

Middle Class Unemployment in Bombay Presidency.

The Indian Merchants' Chamber, Bombay, has now under consideration a proposal for conducting an inquiry into the extent of and remedies for unemployment among the middle classes in Bombay Presidency. At the quarterly meeting of the Chamber held on 24-7-1932, Mr. K.T.Shah moved a resolution stating that it was the opinion of the Chamber that unemployment among the middle classes in the city had assumed serious proportions and that, therefore, the Chamber should appoint a representative committee to consider the problem in all its bearings and suggest remedies to end or minimise the evil. An amendment being moved that the proposition be referred to the Executive Committee of the Chamber, the proposition has been referred to the Executive Committee.

Social Conditions

Working of the Criminal Tribes Act in the Bombay Presidency,
1931-32.*

The following is a summary of the report on the working of the settlements established under the Criminal Tribes Act, and allied institutions in the Bombay Presidency for the year ending 31-3-1932, submitted by the Criminal Tribes Settlement Officer, Bombay Presidency, to the Government of Bombay.

Population.- The total population of settlements as it stood on 31-3-1932 was 7,786 as against 8,842 a year ago. There is a fall of 1,056. During the year, 935 persons including dependents were released on license to Free Colonies attached to settlements and 301 persons including dependents to villages. 78 registered persons with 105 dependents were interned in settlements on the recommendation of the Police. Out of the number discharged from settlements on license, 42 persons including dependents were recalled to settlements during the year for breach of the conditions of license. A number of persons ceased to be legal dependents on account of the death of the principal members or the cancellation of their registrations for old age or good conduct. The excess of births over deaths in the ~~settlements~~ settlements was 179 during the year. The population of the Free Colonies increased ~~by~~ from 4,982 to 5,752 during the year.

Employment.- The report states that, owing to trade depression and unstable economic conditions, very strenuous efforts were needed to keep employment in the various settlements at its normal level during the year. The majority of settlers were employed in Spinning and Weaving Mills, Railway Workshops and Factories. All the new arrivals, with the exception of some of the dangerous characters who were interned in the Reformatory Section of the Bijapur Settlement, were sent to the Nira Projects Settlement where unskilled labour was available. The report notes that, considering the acute depression existing throughout the country, Settlement Managers are to be congratulated on their success in keeping the people under them in work.

Health, Housing and Sanitation.- A high standard of health was maintained among the inmates of the settlements and free colonies. There was no serious epidemic. The settlers in the sub-settlement at Kambharganvi were subjected to a good deal of malaria during the cold season. Cholera was prevalent in many districts where settlements are located but, with the co-operation of Municipal Health Departments, most of the settlers were inoculated as a result of which only 12 fatal cases occurred during the year under review. An ~~increasing~~ tendency on the part of the settlers to avail themselves of the treatment

* Annual Administration Report on the Working of the Criminal Tribes Act in the Bombay Presidency. Part I. (Price - anna 1 or 1d).
Bombay: Printed at the Government Central Press, 1932. pp. 31+2.

provided by the settlement Dispensaries had a great effect in warding off sickness and bettering the standard of health amongst the children.

The great majority of settlers live in huts constructed at their own expense. The report states that, in the earlier stages of reformation, this is healthier than living in houses on account of the huts being open to the air and sun and the surroundings being kept in a sanitary condition. Careful attention was paid to the allotment of sanitary house sites with plots demarcated, both in the Free Colonies and inside settlements. The report notes with satisfaction that the practice of building substantial residences in the free colonies is increasing among the reformed settlers who have been discharged on license.

Education.- Education in settlements is compulsory. Out of a population of 7,786 in ~~settled~~ settlements proper, the number attending the day and night schools was 1,976 and 298 respectively. The corresponding figures for the free colonies were 1,090 and 152 respectively against a population of 5,752. This shows a rate of 292.3 per thousand for settlements and 215.9 for free colonies. Prominence was given to manual training which is a special feature of settlement schools. During the year 56 boys passed the examinations in carpentry and drawing, and 20 the examination in weaving, held by the Committee of Direction for Technical Instruction. Training in agriculture was also given to some boys in agricultural settlements. The report expresses satisfaction at the great advance in literacy, as children of both sexes pass on to the higher standards. In general, the school work showed a marked improvement during the year.

Co-operation.- The various Credit and Producer's societies have had a successful year's working and were in a stable condition. The Gadag Producer's Society took up two contract works from the Irrigation Department in the Dharwar district in order to provide work for settlers. The works were not completed by the close of the year under review, but the position was encouraging. Special attention was being paid to increasing the deposits from settlers in order to provide them with a small capital for purchasing lands or building houses on the eve of their discharge on license. Loans were granted to settlers only in approved cases, in order to avoid the risk of bad debts. The Staff Co-operative Society of the Backward Class Department made satisfactory progress and the share capital ~~as~~ stood on 31-3-1932 was Rs.5,755.

Free Colonies.- The majority of persons released from settlements had no permanent place of residence prior to their internment. These are encouraged to take up plots and build houses in the Free Colonies attached to most settlements in order to prevent them from reverting to their wandering habits after their period of internment is over. It is of course open to members of all tribes to settle down in these colonies, but the need in their ~~own~~ case is not so strong as with members of wandering tribes who are specially liable to relapse into their former ways. In most of these colonies, the habit of building good houses was spreading. Gadag, Baramati and Sholapur, in particular, have reason to congratulate themselves, and the development of this feature of the settlement administration is reported to be everywhere satisfactory. The report remarks that the steady rise in the population of the Free Colonies in the year under report, the great increase in the number of decent houses built by the colonists themselves, and the increase in the actual number of Free Colonies, are a sure indication of the measure of success attained in the progress towards reclamation.

Special Establishments.- The number in the Women's Home at Hubli as it stood on 31-3-1932 was 12. This institution is meant for immoral and troublesome women. 18 women were newly admitted during the year and 27 were discharged. The Children's Homes and Hostels at Hubli, Sholapur and Baramati continued to work satisfactorily. Children who ~~are~~ neglected by their parents, or commit petty thefts or become truants or are uncontrollable by their guardians or Probation Officers, are segregated in these Homes. The number of ~~inmates~~ inmates at the close of the year was 80. During the year 10 were admitted into the Homes and 18 were discharged. There had been a gradual decline in the number of children who are sent to the Children's Homes.

(The working of the Criminal Tribes Act in the Bombay Presidency during 1930-31, was reviewed at pages 68 - 70 of the July 1931 report of this Office.)

Public Health.

Leprosy Survey in Jute Mill Areas.

The leprosy survey of the jute mill areas in Calcutta which commenced on 1-11-29 under the auspices of the Calcutta School of Tropical Medicine and Hygiene, continued throughout 1931 and was completed by the end of the year. During 1930¹ the Committee of the Indian Jute Mills Association published two interim reports on the work so far carried out in connection with the survey. But according to the Report of the Committee of the Association for 1931, the Association decided to await the completion of the survey before considering what action, if any, was called on its part. The Association received early in 1932 the final report submitted by the School of Tropical Medicine and Hygiene on the result of the survey. The report and the suggestions put forward by the Officer-in-Charge of the Leprosy Research Laboratory regarding the steps to be adopted by the jute mills, have been referred to the 1932 Committee of the Indian Jute Mills Association. (The Office has written for copies of the Report and, when received, a copy will be forwarded to Geneva).

Health Clinics & Creches for Jute Mills:

Efforts of Indian Jute Mills Association.

The Royal Commission on Labour, while taking evidence from the representatives of the Indian Jute Mills Association, laid considerable emphasis on (a) the need for increased provision of health centres and clinics throughout the Jute Mill areas and (b) the need for the introduction, at individual mills, of creches for the protection of children. The necessity for introducing these two items of

welfare work in jute mills areas was also emphasised in the Report of the Commission. The principal recommendations of the Commission in this respect are given below:-

1. Creches should be provided for children up to the age of 6 years where considerable numbers of women are employed. This requirement should be statutory for places employing 250 women or more. The Factories Act could embody this, with discretionary power to Governments in regard to factories with fewer women (vide pp. 65-66 of the Whitley Commission's report).

2. There should be a more general extension, on the part of the employer, of welfare work in its broader sense (p.260).

3. A hospital of any size should have a woman doctor on its staff, who should be in charge of all activities dealing with the health and welfare of women and children (P. 261).

4. A Government diploma for health visitors should be instituted as the recognised qualification required of all women aspiring to such posts (P. 262).

5. In the larger jute and cotton industrial areas, mills and factories should organise in groups, each establishment having its own welfare centre and health visitor, under the supervision of a woman doctor employed by the group (P.262).

6. In the larger industrial areas, Government, Local Authorities and Industrial Managements should co-operate in the development of child welfare centres and women's clinics. Government should give percentage grants for approved schemes (P. 262).

7. Trained midwives should be obtained for the work in welfare and maternity centres (P.263).

The following information regarding the action taken by the Indian Jute Mills Association on the Whitley Recommendations is taken from the report of the Committee of the Association for the year 1931.

The Committee of the Association, agreeing with the views of the Commission, recommended in March 1930 to the members of the Association that a survey of the mill areas should be undertaken with a view (a) to the selection of localities best suited to the establishment of central health clinics and (b) to the inauguration of creches at individual mills. The replies received indicated that the proposals put forward by the Committee had the support of the mills generally, and that members were prepared to finance the suggested preliminary survey up to a maximum of Rs. 800 per month

for six months. The Committee, at this stage, called in the assistance of the Bengal Training School for Health Welfare Workers, and this led to the appointment, with effect from 29th October 1931, of Dr. Margaret I. Balfour to carry out the survey. (vide page 24 of the report of this Office for December 1931). Dr. Balfour has now completed the preliminary work of the survey, and submitted to the Association an interim report on her findings, embodying the broad lines of a tentative scheme formulated by her after consultation with a special Sub-Committee of the Bengal Training School for Health Welfare Workers. This scheme is under consideration by a Sub-Committee consisting of Messrs. D.J. Leckie, J. Mein Austin, M.L.C., and G.A. Mason, and Dr. F.H.B. Norrie of the Angus Jute Works. The Sub-Committee have indicated to Dr. Balfour that they approve generally of the lines on which she is working; and they have requested her to prepare the scheme in fuller detail in order that it may be submitted to the incoming Committee for consideration, and thereafter, if so decided, to members of the Association.

Co-operation.Co-operation in the Central Provinces and Berar, 1930-31.*

The following information regarding the progress of co-operation in the Central Provinces and Berar in 1930-31 is taken from the Report on the working of the Co-operative Societies in the Central Provinces and Berar for the year ending 30-6-1931, submitted by the Registrar of Co-operative Societies with the C.P. Government.

Societies and Membership.- According to the Report on the working of the Co-operative Societies in Central Provinces and Berar for the year 1930-31, the unprecedented economic depression of the year resulted in a partial setback to the co-operative movement and to the policy of eliminating lifeless societies, reorganizing those which are not beyond redemption and organizing fresh ones on cautious lines in suitable areas. 175 new societies were, however, registered. 175 societies were reorganized and 204 societies cancelled. At the end of the year, the number of societies and their membership stood at 4,108 and 125,614, respectively, as against 4,137 and 128,800 respectively in the previous year. Of the 4,108 societies, 3,985 were primary credit societies.

Recoveries.- The total cash recoveries by the Central Banks of the loans outstanding against societies amounted to Rs. 1,251,233 in the Central Provinces and Rs. 857,373 in Berar as against Rs. 1,834,347 and Rs. 1,787,765 respectively in the previous year. These figures represent 16.9 per cent of the total demand of the year which amounted to Rs. 12,462,201, as compared with 34.6 per cent in the preceding

* Report on the Working of the Co-operative Societies in the Central Provinces and Berar for the year ending the 30th June 1931. Nagpur, Government Printing, C.P., 1932. (Price — Re. 1-8-0). pp. 5+30+lxiv.

year. The abnormal fall in the prices of agricultural produce was no doubt mainly responsible for the poor recoveries, but it is a matter for regret that some of the central banks are not even now doing their best to recover as much as possible.

Cash Advances.- Cash advances to societies decreased from Rs. 1,854,978 to Rs. 1,064,439 in the Central Provinces and from Rs. 1,839,227 to Rs. 794,247 in Berar. The opinion is expressed in the Report that in view of the larger withdrawal of deposits and the general shortage of cash, the banks must conserve their cash resources.

Outstanding Loans.- The loans outstanding against members of societies at the close of the year amounted to Rs. 7,001,815 in the Central Provinces and Rs. ~~1,05~~ 10,511,287 in Berar as against Rs. 6,886,094 and Rs. 9,862,678, respectively in the previous year. The percentage of overdues to the total dues increased from 53 to 62 in the Central Provinces and from 54.1 to 70.3 in Berar. Excluding dues from societies under award and liquidation, the overdues amount to 43.2 percent in the Central Provinces and 47.4 per cent in Berar as against 35.2 per cent and 37.6 per cent respectively in the year before.

Agricultural Credit Societies with Unlimited Liability.- The total number of rural credit societies with unlimited liability decreased from 3,950 to 3,915. 161 new societies were registered against ~~34~~ 324 in the previous year. The working capital of the 3,915 societies excluding those under liquidation decreased from Rs. 17,156,419 to Rs. 16,755,220 and the loans due by members from Rs. 14,351,600 ~~and~~ to Rs. 13,963,521. The total cash recoveries of central bank loans due from societies fell from Rs. 1,460,446 to Rs. 945,184 in the Central Provinces and from Rs. 1,364,700 to Rs. 459,321 in Berar.

Similarly, cash recoveries of loans of societies from members also declined from Rs. 1,765,360 and Rs. 1,733,857 to Rs. 1,239,259 and Rs. 755,908 respectively in the Central Provinces and Berar. The membership of societies other than those under liquidation fell from 59,308 to 58,016. Owing to the fear of the consequences of joint liability, withdrawals of members from societies are increasing every day. The average number of members per society however remained the same as last year, viz., 15.

Central Banks.- The number of central banks increased from 34 to 35, one more central bank being registered towards the close of the year. The total working capital of Central Banks increased from Rs. 24,055,947 to Rs. 24,563,481; share capital declined from Rs. 1,968,632 to Rs. 1,913,859 for the whole province. It fell in the Central Provinces from Rs. 1,237,641 to Rs. 1,178,960 but increased in Berar from Rs. 730,991 to Rs. 734,899; reserve and other funds also increased from Rs. 2,831,464 to Rs. 3,140,998. Of these, Rs. 1,187,277 represents provision for bad and doubtful debts. Bad debts amount to Rs. 587,093 and Rs. 959,539 in the Central Provinces and Berar, and doubtful debts to Rs. 362,784 and Rs. 415,056 respectively. Deposits from individuals fell from Rs. 14,424,531 to Rs. 14,131,258 for the whole province and from Rs. 5,029,543 and Rs. 9,394,991 in the Central Provinces, and Berar ~~to~~ to Rs. 4,782,097 and Rs. 9,349,161 respectively.

Reserve Funds of Societies.- The reserve funds of central banks and societies increased from Rs. 4,677,820 to Rs. 4,799,875. Of the total amount, the Provincial Bank owned Rs. 210,000, the Central Banks Rs. 1,055,299, the primary agricultural societies Rs. 3,387,031 and other kinds of societies Rs. 147,545. These figures include the reserve funds of societies under liquidation which stand at Rs. 353,764.

Reserve funds constitute 4.3 per cent of the working capital of central banks and 18.1 per cent of that of primary societies.

^{The} (Progress of Co-operation ^{the} in the Central Provinces and Berar ^{movement} during 1928-29 was reviewed at pages 45-46 of the September 1930 report and that for 1929-30 at pages ~~72~~ 70-72 of the September 1931 report of this Office).

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Agriculture

Rural Uplift Work in Baroda:

Working of Kosamba Scheme.

Reference was made at page 63 of the report of this Office for February 1932 to the intention of the Baroda Government to open a rural reconstruction centre at Kosamba, Baroda State. The chief object of the Centre which started working in April 1932 is to enable the village population around the Centre to make all-round advancement, economically, socially and morally. With this object in view a very comprehensive programme of work has been drawn up, not a few of which have already been put into execution.

According to a report on the working of the scheme which has recently been published, the chief activity of the Centre was the introduction of scientific methods of poultry farming, bee keeping and kitchen gardening as subsidiary occupations for agriculturists during periods when there is no agricultural work going on. In order to facilitate the sale of produce and make the above occupations ~~lucrative~~ ^{lucrative}, it is proposed to start a system of co-operative marketing.

Among other activities started at the Centre to promote social and moral uplift of the villages, the most important were (1) organisation of lantern lectures and talks on agriculture, cottage industries, co-operation, sanitation and hygiene and other subjects to improve general knowledge, (2) exhibitions and demonstrations of produce from cottage industries and agriculture in villages in the State from time to time, (3) organisation of ^a village advisory committee in each village and inter-village advisory boards consisting of

delegates from each of the villages to educate the villagers to conduct business meetings and to make concerted action regarding the needs of the villages, (4) opening of a seasonal class at the centre, for the benefit of bonafide village boys, to impart instructions in poultry farming, bee-keeping, gardening and elementary principles of village sanitation, co-operation and recreation, and (5) organisation of rural recreation, such as groups games, physical exercises, Bhajans and singing classes.

Nine villages around the Centre have been the venue of the experiment during the year and the results achieved so far are reported to be highly satisfactory.

Migration.Indian Migration to Malaya & Ceylon - 1931*

The following information regarding the migration of Indians to Malaya and Ceylon and general conditions of labour in these countries is taken from the Annual Report on the working of the Indian Emigration Act, 1922, ~~for the year 1931~~ in the Madras Presidency, ^{for} ~~the year 1931~~ ^{the year 1931} submitted to the Government of Madras by the Commissioner of Labour, Madras.

As in 1930, Malaya and Ceylon continued to be the only countries to which emigration for unskilled work was lawful from India. Madras & Negapatam were the ports of embarkation for emigrants to Malaya and Tuticorin and Dhanushkodi the ports of embarkation for emigrants proceeding to Ceylon. During the year, no emigrants went to Ceylon through Tuticorin but 17 indigent immigrants (13 males and 4 females) who were repatriated, returned by that route.

Staff Responsible for Protection of Emigrants. - During the year the following officers were responsible for the protection of emigrants. The Collector of Madras continued to be the Protector of Emigrants till 26th November 1931, when the Protector's office was amalgamated with that of the Special Officer for Assisted Emigrants from South Africa. At Negapatam and Dhanushkodi, the Government had appointed full time Protectors of Emigrants and at Madras, Negapatam and Dhanushkodi there were Medical Inspectors of Immigrants. Besides the staff appointed by the Government of India, the Government of Malaya maintains an Emigration Commissioner in Madras and an Assistant Emigration Commissioner at Negapatam. As usual, 12 travelling inspectors and 5 travelling inspectresses were employed by the Malayan Government to escort the emigrants and repatriates between the ports of this Presidency and the Colony during the year. The Emigration Commissioner for Ceylon is stationed at Trichinopoly, the centre of the main recruiting area for Ceylon.

* Annual Report on the working of the Indian Emigration Act, 1922 for the year 1931 - Bangalore: Printed at the Mysore Residency Press, and published by the Government of India Central Publication Branch, Calcutta. - 1932 - Price - 8 annas or 10 d. - pp. 20.

Volume of Emigration. - The most outstanding feature of the year under review in respect of migration was the marked falling off in the number of emigrants. In the case of emigrants to Malaya, the decline was pronouncedly marked, while in the case of emigrants to Ceylon it was less so. The reduction in emigration figures, according to the report is due to the prevailing trade depression and the consequent fall in the prices of rubber and tea, as a result of which many of the rubber and tea estates had to be closed down. Below are given details of emigration statistics:-

(a) To Malaya. - The total number of emigrants to Malaya during the year 1931 was 19 (9 from Madras and 10 from Negapatam), as compared with 36,346 during the year 1930. The number of non-emigrants (i.e., labourers who had already resided in the Colony for not less than five years or the wives or children of such labourers) who proceeded to the Colony during the year was 93 (45 from Madras and 48 from Negapatam), as compared with 5,933 during the year 1930. The suspension of Kangani recruitment and the restricted assistance to such of the non-recruited emigrants as had their families in Malaya continued throughout the year as the depression in the rubber and tin industries which began in 1930 continued throughout the year.

(b) To Ceylon. - The number of persons who emigrated to Ceylon also decreased, 30,938 emigrants as against 45,101 in the previous year and 37,399 non-emigrants as against 46,321 in the previous year proceeded to Ceylon. The Protector of Emigrants to Ceylon stationed at Mandapam explains the decrease as due to the closing of many rubber and tea estates consequent on the fall in rubber and tea prices and states, what limited recruitment still exists is confined to a few tea estates.

System of Recruitment. - (a) To Malaya. - Emigrants were as usual either recruited or voluntary. As there was no recruitment to Malaya, no Kangani licence was registered or cancelled during the year.

(b) To Ceylon. - The Kangani method of recruitment predominated so far as emigration to Ceylon was concerned. The number of new licences issued to Kanganis was 5,198 against 15,726 in the previous year. 525 old licences were reissued. No labourers were recruited on 3,037 licences. The marked fall in the issue of licences is due to the restricted recruitment. 92 licences were cancelled for illegal recruiting, of which 56 were cancelled at the instance of the Protector, 2 of the instance of District Magistrates and 34 by the Emigration Commissioner himself. 697 licences were cancelled for other reasons on the recommendation of the Controller of Labour, Colombo, and the Estate Superintendents. Of the total number of 30,938 labourers

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that were passed to emigrate to Ceylon, only 6,643 were non-recruited emigrants who applied for assisted passage under rule 30. The majority of these labourers though previously resident in Ceylon is classed as emigrants as they have not put in 5 years residence in the Colony. The Protector of Emigrants, Mandapam, rejected 420 intending emigrants for irregular or illegal recruitment against 393 in the previous year; 1,065 persons who were classified as non-emigrants were found to be really emigrants. The Protector of Emigrants, Mandapam, sanctioned the prosecution of Kanganis in 20 cases for offences such as cheating, using forged documents, false personation, etc., under the Indian Penal Code. No cases of illegal recruitment have been reported by the Protectors of Emigrants at Madras and Negapatam. Of the 30,938 emigrants to Ceylon, 10,147 were recruited from Trichinopoly, 4,653 from Salem, 3,186 from Madurai, 3,170 from Tanjore, 1,972 from Pudukotta State, 1,663 from Ramnad, and 2,738 from South Arcot.

Places of Accommodation. - (a) Madras. - The depots at Avadi and Melpakkam, licensed for accommodating 6,432 and 1,056 emigrants, respectively, were practically empty during the year, the Avadi depot alone being used for the reception of the assisted return emigrants who stay here for a few hours before despatch to their homes.

(b) Negapatam. - Negapatam continued to be the main place of accommodation and Papacoil depot which is an overflow camp was not utilised during the year. The repatriates were detained at the place of accommodation only for a day or less before they were entrained to their homes. As the number of repatriates at a time was not excessive, there was no congestion or outbreak of any epidemic in the depots.

(c) Dhanushkodi. - The Ceylon Labour Commission had agencies in 19 places in the Presidency (including one in the Pudukottai State) ~~where~~ where the emigrants were selected and registered before despatch to Mandapam. These centres were not formally declared as places of accommodation under rule 18. The arrangements at Mandapam Camp (which is notified as the place of accommodation under rule 31) for the reception, lodging and feeding of emigrants were quite efficient. The sanitary conditions were ideal and well spoken of by the officials and non-officials who visited the camp. There have been no cases of sickness and mortality attributable to the conditions in Mandapam Camp.

Health and Comfort of Emigrants. - (a) There have been no epidemics or cases of illness in the depots at Avadi, Melpakkam, Negapatam and Papacoil.

(b) Dhanushkodi. - The figures show an increase in illness and mortality in the place of accommodation at Mandapam when compared with the previous year. The health of the intending emigrants is looked after by the Resident Medical Officer and his assistant who are Quarantine Medical Officers in the camp.

During the year, 64,066 persons were treated for hook-worm. Emigrants found to be ill-clad were supplied with clothing by the Colonial Emigration authorities. Blankets were also supplied to labourers going to up-country estates. For ensuring that the health and comfort of the emigrants are properly looked after, the Government have appointed 14 non-official visitors to inspect the arrangements provided in the places of accommodation.

Transport Arrangements. - (a) Malaya. - A notable feature of the year was the large numbers of repatriates for whom transport arrangements had to be provided. To meet the rush of repatriates and other deck passengers returning from India to Malaya, the British India Steam Navigation Co., Ltd., had to engage in addition to their usual two fortnightly steamers, 4 more steamers for several special trips from Malaya to various ports in South India. The total number of outward voyages was 26 as against 54 last year, the total number of inward voyages being 34 against 44 last year.

(b) Ceylon. - Intending emigrants to Ceylon along with the passengers who under-go quarantine at the Mandapam Camp are taken by a special train from Mandapam Camp to Dhanushkodi where they embark on the South Indian Railway ferry steamer ~~running to and fro for~~ Talaimannar. Owing to the heavy rains and severe storm on 22nd December 1931 and 23 December 1931, the Railway lines near Dhanushkodi were washed away with the result that the Railway communication to Dhanushkodi and ferry service to Talaimannar were closed for about a week. The emigrants at Mandapam Camp were held up pending restoration of communication. Among these labourers, a batch of 391 persons was sent through Tuticorin which was then open for traffic.

Classification & Sex Ratio. - (a) Malaya. - The number of persons who emigrated to Malaya during the year was very small. The temporary exemption of the Colony from the operation of the rule about sex ratio which was already extended by the Government of India till 30th June 1931 was further extended to the end of the year consequent on the stoppage of recruitment and emigration of assisted labour to Malaya.

(b) Ceylon. - The emigrants to Ceylon were drawn chiefly from the agricultural classes in the Tamil districts — the districts of Trichinopoly, Salem, Madura, Tanjore, South Arcot, Ramnad, North Arcot and Tinnevely and the Pudukkottai State contributing the bulk of the labour. Emigration to Ceylon was, as usual, in family groups as a rule. The labourers going to work in salt pans and the Pesalai fisheries were singlemen, but ~~in~~ their emigration was only for 5 or 6 months in the year and they returned after the season was over. The proportion of females to the total number of emigrants to Ceylon was 39 per cent as compared with 40 per cent in the previous year.

Wages & General Conditions. - (a) Malaya. - A temporary

reduction of 20 per cent in the standard wages of 50 cents for an adult male, 40 cents for an adult female and 20 cents for a working miner and increased hours of work appear to have been adopted throughout the year in the estates. According to the Protector of Emigrants, most of the ordinary labourers expressed their inability to maintain their families within the reduced wages even though there was some fall in the price of rice and other food-stuffs, and that the bulk of the repatriates, who had families consisting of non-working children to support, found it very difficult to maintain their families, their general complaint being that work was not available for a sufficient number of days in a month so as to bring a living wage.

(b) Ceylon. - The minimum cash wages in Ceylon prescribed by the Minimum Wage Ordinance vary according to the situation of the estate as detailed below:-

	Men.			Women.			Children.		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Low country estates	0	8	0	0	6	5	0	4	10
Mid country estates	0	8	4	0	6	7	0	5	0
Up country estates	0	8	8	0	6	11	0	5	1

Under the Ordinance, the employers are also under an obligation to supply rice to the workers at prices not exceeding Rs. 6.40 cents a bushel. In view of the gravity of the situation caused by the fall in prices of rubber and tea, the Government of India have, at the request of the Ceylon Government, agreed to a reduction of wages of Indian men, women and children employed on estates by 5, 4 and 3 cents a day respectively, subject to the condition that the maximum price for compulsory issue of rice on estates is reduced to Rs. 4.80 cents a bushel.

. Return Emigrants. - By "Return Emigrant" is meant a person who has resided in Ceylon less than five years and is, therefore, an emigrant within the meaning of the Indian Emigration Act, 1922. During the year, 22,272 (8,455 men, 6,249 women, 7,568 children) fresh emigrants left for Ceylon, while the number of return emigrants who left for Ceylon during the same period was 8,685 (5,022 men, 2,067 women, 1,596 children). The proportion of new emigrants to old emigrants returning to Ceylon was 100 : 38.93.

Repatriated Emigrants. - The following are the statistics of Indian emigrants who were repatriated from the colonies during 1931:- From Mauritius 24 emigrants, from Trinidad - 104 emigrants, from Fiji - 41 emigrants, from Malaya (through Negapatam port only) 14,141 emigrants, from Ceylon - 5,557 emigrants (130 under Ordinance No. I of 1923; 1909 under the scheme of 1924 for the repatriation of sick and indigent emigrants; 3,518 under scheme of 1930 for repatriation of labourers on account of depression in the rubber trade), from South Africa - 628 emigrants. There were four cases of death during voyage among the repatriates from South Africa.

Causes of Repatriation. - The causes of repatriation from Malaya and Ceylon are indicated in the following tabular statement:-

Causes of repatriation.	Numbers.	
	Malaya Negapatam.	Ceylon Dhanushkedi.
Homesick, or sick and unable to work ..	4,464	1,790
Too old, maimed or otherwise disabled ..	374	552
Unsuitability of climate	5	763
Death of earning members of family ..	1,034	202
Death of other members of family ..	746	245
Kidnapped, abducted or seduced or cheated by false promise by Kanganis. ..	...	25
Insufficient wages to support dependants	109	684
Want of work	19,203	11,029
Unsuitability of work ... ..	...	47
Other causes such as husbands or wives deserting their spouses. ..	238	342.

Skilled Labour. - There was no emigration of skilled labour through the port of Madras. 160 skilled workers emigrated to Malaya through the port of Negapatam; 154 emigrated to Ceylon through the port of Dhanushkedi. Adequate measures have been adopted for the prevention of illegal emigration of the skilled workers. The occupational distribution of the 154 skilled emigrants who proceeded to Malaya is as follows - Industry - 20 (6 cigar makers, 5 artisans, 9 fireworks manufacturers); Commerce - 82 (51 shop assistants, 31 clerks); Other Occupations - 52 (46 cooks, 6 domestic servants); Without Occupation - 6 (dependants). The occupational distribution of the 154 skilled emigrants to Ceylon is as follows - Agriculture, Industry and Commerce - Nil; Other Occupations - 125 (68 dramatic performers, singers etc., 2 dancing party managers, 22 rivetters, 8 hammer-men, 4 circus players, 11 stone-engravers, 1 clerk, 4 servants, 5 cooks); Without Occupation - 29 (Dependants). The report states that as there have been several cases of skilled labourers emigrating without fully complying with the provisions of the law, instructions have been issued that greater vigilance should be exercised by the Protector to prevent laxity in this respect.

Assisted Emigration from South Africa. - The total number of emigrants from South Africa who availed themselves of the scheme of "assisted emigration" was 1,410 during the year, as compared with 690 during the year 1930. The despatch of emigrants from the Union continued to be quarterly till September 1931, though the number in each batch was fairly large compared with that of 1930. In December

1931, there was a sudden and large influx of 719 persons in two shipments from South Africa. This rush, though due to some extent to unemployment in the Colony, was chiefly due to the rumour spread in the Colony that the grant of the bonus of £20 to each adult repatriate will be stopped by the Union Government from the beginning of 1932. Besides the arrivals by the regular chartered vessels, a small number arrived by the Indian African line and it was noticed that these people were not paid train fare to their destination and batta as in the case of the other assisted emigrants returning by chartered vessels. The matter was brought to the notice of the Union Government who have ordered the payment of train fare to all assisted emigrants irrespective of the line of steamers by which they returned. The general sanitary conditions on board the vessels were satisfactory. The health of the return emigrants was on the whole good. There was no complaint of want of attention on board the steamers either in the matter of medical aid or in regard to food and accommodation. There were four deaths in transit, three due to old age and one (that of a child) due to diarrhoea.

Settlement of Assisted Emigrants. - The Government of Madras has appointed a Special Officer to look after the assisted emigrants and to help in the settlement of the emigrants in their native villages, or in other suitable places. The Special Officer sees to the despatch of the assisted emigrants to their destinations and they are taken in motor buses to the railway stations at the cost of the Union Government. During 1931 the assisted emigrants were paid Rs. 278,308 as bonus and their personal savings amounted to £ 5004 in cash and £ 3,734 in jewellery. Out of 823 assisted emigrants who arrived in Madras between 25-12-30 and 9-9-31, the majority proceeded to the villages and 69 settled in Madras city. The report states that some of the younger (colonial born) members of the family could not take kindly to Indian village life as easily as their Indian born parents, and had to be helped to secure odd jobs in turns. Another difficulty was that intercaste marriage in the Colony proved a handicap to many returned emigrants, as a result of which, ~~some in the cases of~~ ^{in the cases of} such marriages had to be dissolved, while others had to live as social outcasts. To escape this contingency many returned emigrant families had to settle in new places far away from their native villages.

Return to South Africa. - 41 returned emigrants (males 19, females 22) took advantage of certain terms under the assisted emigration scheme and returned to the Union.

Pensions from Union Government. - The pensions granted to decrepit emigrants by the Union Government of South Africa were given effect to from the beginning of this year. Out of 22 persons who were in receipt of pensions during the year, 7 died and 15 were in the list at the end of the year each getting 10 shillings or Rs. 6-10-8 per month.

During the year, the Hon'ble H.W. Sampson, Minister of Posts & Telegraphs and Public works of the Union Government visited the Presidency to personally supervise the arrangements made for the assistance of South African repatriates.

(The Report on the Working of the Act during 1930 was reviewed at pages 64-70 of the report of this Office for June 1931.)

Indian Labour for Reunion Island:

Offer to Natal Indians.

It will be remembered that one of the clauses of the new Cape Town Agreement of 1932 provides for the appointment of a Commission for exploring the possibilities of colonisation schemes for settling Indians in South Africa in other countries. (See pages 62-63 of the report of this Office for June 1932). As the object behind these colonisation schemes is to get the Indian settlers in South Africa out of the country, opinion among Indians in South Africa and in India has, in the main, been against the proposed colonisation schemes. Efforts, however, are still being made to find a way out of the impasse in South Africa by offering inducements to Indians there to emigrate from the country. The following details about a scheme proposed by the Government of the Island of Reunion (French possession) to settle a contingent of 2,000 Natal Indians in the Island to work in its sugar plantations are supplied by the Maritzberg correspondent of the Hindu, Madras.

The Government of the Island of Reunion have made tentative proposals in connection with a scheme for recruiting through agents 2,000 Indian labourers from Natal for service in the sugar plantations of the Island. The labourers are to be employed on contracts for two years or more. In order to secure the support of the Indian community in Natal, some leaders of the community have suggested that two of their nominees should be deputed to investigate the suitability of conditions in Reunion Island for Indian settlement at the expense of the Government of Reunion. The Reunion Government on their side have made it a condition for recruitment ~~in~~ that the

South African Government should pay the usual repatriation bonus to the 2,000 labourers who are to be recruited to the Island. The Reunion Government state that liberal treatment will be afforded to coloured persons and ^{that} there will be no objection to the labourers becoming subjects of the French Republic eventually. It is stated that South African Indians, however, are not enamoured of the scheme. They consider that there is insufficient protection and that the Indian Agent in South Africa should consult the Indian Government in the matter before a final decision is made.

Note on the island of Reunion (or Bourbon). - The Island of Reunion is about 420 miles east of Madagascar. It has an area of 970 square miles and a population of 186,637, of whom 180,094 are of French extraction. The rest of the population is composed of British Indians, natives of Madagascar, Africans and Chinese. In general, the higher parts of the island are healthy, but fever is prevalent on the coast. The greater part of the land under cultivation on the island is occupied by sugar-cane plantations (162,000 acres), the remainder being under either maize-maniec, potatoes, haricots, or coffee, vanilla and cocoa plantations. The sugar-cane, introduced in 1711 is now the staple crop. Bourbon vanilla, as it is called, is of high ^{quality} character and next to sugar is the most important article of cultivation in the island. There are small plantations of cocoa and cinchona also.

The sugar industry in the Island suffered greatly from the competition with best sugar and the effects of bounties, ~~also~~ from scarcity of labour, from the ravages of the phylloxera (which made its appearance in 1878) and from extravagant methods of manufacture. It was not until 1906 that steps were taken for the creation of central sugar mills and refineries, in consequence of the compulsory shutting down of many small mills. The sugar production in 1930-31 was 50,020 metric tons. Rum is largely distilled and forms an important article of export. There are also manufactories for the making of geranium essence.

The immigration of coolies began in 1860, but in 1882 the Government of India prohibited the further emigration of labourers from India.

INTERNATIONAL LABOUR OFFICEINDIAN BRANCHReport for August 1932.

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References to the I. L. O.

The August 1932 issue of the Young Builder, (Vol.V, No.8), Karachi, the August 1932 issue of the Indian Post, (Vol.III, No.8), the July 1932 issue of the Indian Labour Journal, (Vol. IX, No.10), and the Press Report dated 30-7-1932 (No.14) of the All India Railwaymen's Federation, publish a summary of the press note issued by this Office on 21-7-1932 under the caption "Rationalisation of Employment in Egypt: Alternative to Retrenchment of Workers"(vide page 8 of our July 1932 report for names of Indian periodicals which published the communique' during July).

* * *

The First volume of the Report of the Bombay Chamber of Commerce for the year 1931, contains the following references to the I. L. O:

(1) At pages 289-290 are published details regarding the communique issued by the Government of India on 11-6-31, inviting recommendations re. the nomination of non-government delegates to the Tripartite Technical Advisory Committee on Maritime Questions. (Vide pages 9-10 of the report of this Office for June 1931, for previous reference to this communique).

(2) At pages 290-294 are published the views of the Chamber on the question of the age of admission of children to employment in non-industrial occupations which was an item on the agenda of the 15th and 16th sessions of the I.L.Conference. The views are contained in a communication to the Bombay Government which, at the direction of the Government of India, consulted in May 1931 various industrial interests with the object of collecting information regarding conditions of child labour in non-regulated factories and in non-industrial occupations (A summary of the views of the Chamber on the question is given under the section of this report dealing with Ratifications).

(3) At page 294 are published the views of the Chamber on the article under the caption "Labour and the Round Table Conference" which was forwarded by this Office to the Chamber, among other bodies, for opinion (vide page 8 of our May 1931 report). The article advocated that labour should be a "Federal" subject in the future constitution of India and not merely a "Central" subject. The Chamber endorsed the above suggestion.

(4) At page 294 a reference is made to the invitation from the Bombay Government to the Chamber to communicate its views re. the

recommendation re. prevention of industrial accidents adopted by the 12th session of the I.L.Conference. The Chamber expressed the view that it was necessary that Government should prepare a statement showing how far existing legislation covered the various points and which portions of the Recommendation could be given effect to by administrative orders, before any opinion can be expressed.

(5) At pages 214-216 is published a reference to the Indian Merchant Shipping (Amendment) Bill, 1931. The note on the subject in the report states that the amendment is sought to be made to incorporate the provisions of some of the I.L.Conventions and Recommendations relating to the welfare of seamen and gives a list of the Conventions and Recommendations sought to be given effect to (Vide pages 8-19 of our December 1930 report for the text of the Bill with a Statement of Object & Reasons). In addition, the Note includes the views expressed by the Chamber on a previous occasion re. ratification of those Conventions.

(6) At pages 223-224 is published a reference to the Blue Report on the protection of seamen in case of sickness etc. on board ship which was forwarded to the Chamber by this Office. A special sub-committee of the Chamber which studied the Report was of opinion that Great Britain's reply as given in the Report adequately covered the ground and that the discussion of details should be left over until the Convention was finally drafted.

* * *

The September and October issue of the "Socialist", (Vol.I, No.1), Madras, publishes at pages 34-38 an article under the caption "Geneva - Is it worth our while?" contributed by Mr. V.M.Ramaswami Moodaliar, an adviser to the Indian Workers' delegate to the 15th session of the I.L.Conference. The article describes fully the machinery of the League of Nations and the I.L.O. and pays a tribute to the achievements of the two institutions. Regarding the question whether it was worth while for India to cooperate with Geneva, the article says:

"It may appear to the impatient idealist that the entire proceedings of these international gatherings are dilatory and the good that has resulted therefrom to the world is not commensurate with the time, money and energy spent. So far as the International Labour Office is concerned it can be proud of its past achievements and look with confidence for the support of the workers of the world. With regard to the League of Nations, if the 1932 Disarmament Conference ends in success, then its future is equally assured. The question, therefore, whether Geneva is worth our while can only be answered in, the affirmative until an alternative system can be devised for the

satisfactory and amicable settlement of international disputes, without having recourse to a conflagration among the nations of the world."

* * *

The July 1932 issue of the Labour Gazette, (Vol. XI, No.11), Bombay, reproduces at pages 1081-1083 under the caption "International Labour Conference: Results of the Sixteenth Session" a Note on the subject published in "Industrial and Labour Information" of 9-5-1932.

* * *

The July 1932 issue of the Indian Post, (Vol.III, No.7), Delhi, publishes at pages 294-297 the communique issued by this Office on 24-6-1932, on the I.L.O. Questionnaire on the subject of "Invalidity, Old-Age and Widows' and Orphans' Insurance" (vide page 2 of our June report and page 2 of the July 1932 report for a list of other Indian periodicals which published this communique during July 1932).

* * *

The annual report of the Madras Chamber of Commerce for 1931 contains the following references to the I.L.O.

(1) At pages 11 and 215-218 a reference is made to the article forwarded by this Office to the various industrial organisations under the caption "Labour and the Round Table Conference". The article expressed the view that labour should be a "Federal" subject and not merely a "Central" subject. The Chamber is of opinion that Indian States should introduce within their territorial limits labour legislation on the lines obtaining in British India.

(2) At page 26 a short Note is published regarding the Indian Merchant Shipping (Amendment) Bill of 1931. The Note makes it clear that the subject of the Bill is to give effect to some of the important Draft Conventions and Recommendations relating to seamen adopted by

the I.L.Conference.

(3) At pages 28 and 199-206 are published the views of the Chamber regarding the question of fixing the age of admission of children to employment in non-industrial occupations. The Chamber recommended that a sympathetic view towards the question should be adopted at the Conference.

(4) At pages 29 and 207-211 are published the views expressed by the Chamber on the Recommendation adopted by the I.L.Conference in 1929 re. prevention of industrial accidents.

(A summary of the views of the Chamber on the Recommendation is given under the section in this report dealing with Ratifications).

* * *

Federated India of 3-8-1932, (Vol.VI, No.31), publishes the communique issued by this Office on 19-7-1932 under the caption "I.L.O. Activities in 1931: Forward Trend in Social Policy Maintained". (Vide page 2 of our July 1932 report for names of Indian periodicals which published the communique during July).

(Copies of the communique were forwarded to Geneva with this Office's minute H.2/1995/32 of 21-7-1932).

* * *

The Servant of India of 11-8-1932, (Vol.XV, No.31), publishes a long review of the I.L.O. Year Book, 1931.

* * *

New India of 18-8-1932, (Vol. VI, New Series No.20) publishes an article under the caption "Child Labour in India" contributed by Mr. Raghunath Rao (of the I.L.O. Geneva). The article directs the attention to the unwise of waiting for the introduction of a nationwide system of compulsory education before an attempt is made to raise the minimum age for employment of children. The article also refers to the various Conventions passed by the I.L.Conference re. the fixing

of a minimum age for employment of children and to India's attitude towards them.

* * *

The Press Report dated 15-8-1932 issued by the A.I. Railwaymen's Federation publishes a short note re. the further extension of the scope of the Washington Hours Convention on Indian Railways. In reply to an enquiry from the A.I.R.F. whether the Railway Board proposed to extend the scope of the Indian Railways Amendment Act of 1930 (which incorporates the provisions of the Washington Hours Convention) to railways controlled by Indian States, the Board has replied that the Indian Railways Amendment Act of 1930 is not applicable to railway servants who are subjects of Indian States working on railway lands within Indian States, in cases where jurisdiction over such railway lands has not been ceded to the British Government.

According to the All India Railwaymen's Federation, this reply ignores the facts that the Statutory authority over all the Indian railways, whether running through the Indian States or British India, is the Railway Board, ⁴ that the majority of the railway employees in the Indian States are British subjects. The A.I.R.F. points out that a grave constitutional question is involved in this question of the application of the Hours Convention to railways in Indian States. It is understood that the A.I.R.F. is consulting ^{legal} opinion on the matter.

* * *

The July 1932 issue of the Indian Post, (Vol. III, No. 7) publishes the review of the recent I.L.O. publication "Studies on Industrial Relations, Part II". The review was supplied to the Indian Post by this Office. (A list of other papers which have published the review was given at page 2 of our June 1932 report).

* * *

The Hindustan Times of 19-8-1932 publishes a long and appreciative

review of Dr. Pillai's book "India and the International Labour Organisation".

* * *

A Reuter's Cable to the effect that Signor de Michelis, the Italian representative on the Governing Body of the I.L.O., has urged the convocation of a special session of the I.L.Conference to discuss the unemployment problem, is published in the Statesman of 14-8-1932, the Hindu and the Times of India of 15-8-1932, * the Hindustan Times of 16-8-1932 and the Leader 17-8-1932.

* * *

The Annual Report of the Servants of India Society for 1931-32, published in the Servant of India of 25-8-32, (Vol.XV, No.33) contains several references to the I.L.O. The report refers in detail to the services rendered to the cause of Indian labour by Messrs. N.M.Joshi and R.R.Bakhale by their activities in connection with the I.L.O. Governing Body meetings and the I.L.Conference.

* * *

The Baluchistan Gazette of 5-8-32 publishes an editorial article under the caption "Remedy for Unemployment" based on ~~the~~ a press note under the caption: "Rationalisation of Employment in Egypt; Alternative to Retrenchment of Workers" issued by this Office on 21-7-1932.

RATIFICATIONS

7

Recommendation re. Prevention of Industrial Accidents.(12th I.L.Conference, 1929); Views of Madras Chamber of Commerce.

The following is a summary of the views communicated to the Government of India on 8-4-32 by the Madras Chamber of Commerce re. the recommendation re. Prevention of Industrial Accidents, adopted by the 12th session of the I.L.Conference in 1929.

(1) The chamber agreed with the Government of India that no research to undertake enquiry into vocational guidance on the lines suggested in the Recommendation was possible or practicable beyond the employer satisfying himself that his labourer is physically fit for a particular work, and that, as notice of accidents had to be sent by the Manager of a Factory to the Inspector of Factories, statistics required under Article 5 should be available in that officer's department.

(2) Employers, generally with whom the Chamber is concerned in India, are anxious to prevent accidents occurring in their factories, and precautionary measures of the nature suggested in the Recommendation are probably already observed. As Articles 9 to 13, however, presupposed educated and organised labour, they were not applicable to conditions in South India, though labour is instructed and warned in the ordinary course where there are specific dangers inherent in any particular occupation.

With regard to Article 14, medical and first aid treatment is available in all up-to-date and well-managed concerns in South India.

(3) The powers already vested in the Inspector of Factories under the Indian Factories Act are adequate, particularly with regard to Textile factories.

(4) The suggestion made in Article 19 of the Recommendation, namely, that the law should provide that it is the duty of the worker to comply with statutory requirements on accident prevention, etc., was a useful one, and well worth consideration.

(5) Finally, as the Indian Factories Act makes extensive provisions for safety measures in factories, it would seem doubtful if these provisions could usefully be supplemented by the measures suggested, provided that Factory Inspectors are satisfied that the provisions are properly observed in all factories.

(Extracted from the Report of the Proceedings of the Madras Chamber of Commerce, January - December 1931).

The Recommendation, it will be remembered, came up before the Legislative Assembly on 7-7-1930, when a resolution moved on behalf of the Government recommending that the Governor-General in Council should examine the possibility of giving effect to the Recommendation and that the results of this examination should be placed before the Assembly, was passed by the Assembly. On 2-10-31 the results of the examination were placed before the Assembly by Mr. Shillidy, Secretary, Industries and Labour Department, ^{who stated that the Government,} while agreeing with the principle underlying the Recommendation, was not prepared for several reasons to accept the Recommendation in its entirety and that as the report of the Whitley Commission covered the same ground as the Recommendation, the Government of India proposed to proceed with the consideration of the latter together with the former and to give effect to it so far as may be practicable (For Mr. Shillidy's statement vide pages 8 to 11 of our October 1931 report).

Age of Admission to non-Industrial Occupations:

Views of Bombay Chamber of Commerce.

The report of the Bombay Chamber of Commerce for 1931 (Volume I) contains at pages 290-294 an expression of the views of the Chamber arrived at after a study of the I.L.^O Questionnaire on the Age of Admission of Children to Employment in non-Industrial Occupations. The following is a summary of the Chamber's views:-

Unsuited to Indian Conditions. - The Committee felt that the proposed Convention was very sound in theory and could ~~not~~ no doubt be introduced successfully in the West, where education was compulsory up to 14 years, and in some countries over that age. The usual school-leaving age in India was about 11 years and in view of the very elementary state of primary education, the existing industrial problems and the economic position today, it seemed doubtful whether the present was an opportune time to enforce the proposed legislation in India and whether there would be any possibility of adopting it successfully under existing conditions. Further, it would in all probability have a harmful effect upon the children concerned owing to the resulting enforced idleness, and the Committee were consequently of opinion that such legislation should not be introduced in India until educational facilities were enlarged and improved.

More Leniency for Non-Industrial Occupations. - It was pointed out that Conventions had already been passed in respect of industry, agriculture and labour on board ship and these occupations

were governed by the provisions of the Indian Factories Act, the Indian Mines Act and the Indian Ports Act. The Factories and Ports Acts prohibited the employment of children under 12 years of age and the Mines Act, 13 years. The questionnaire under reference suggested 14 years. This appeared to the Committee to be inconsistent and, in their opinion, with conditions as they were in India, any legislation in respect of children in non-industrial occupations should, if anything, be more lenient in every way than in respect of children employed in occupations governed by the industrial Conventions.

Proposed Convention Premature. - It seemed almost impossible to draw a line of demarcation between industrial and non-industrial occupations. For instance, many children were employed in industrial occupations which would probably come within the scope of the proposed non-industrial Convention such as offices, shops, public works, plantations, street trades, (e.g., selling news-papers), carpet making, etc. Generally speaking, such children, through force of circumstances, completed their education by 11 or even earlier and it was a debatable question whether it was not better for them to be employed in learning some industry or trade or to have some light occupation, immediately thereafter, than to do nothing for a year or two. The above remarks applied with equal force to children employed in domestic service. The Committee were naturally in favour of any practical steps for the improvement of labour and labour conditions but they felt that the proposed non-industrial Convention was somewhat premature, at any rate, so far as India was concerned.

(Extracted from the Report of the Bombay Chamber of Commerce for the year 1931. Vol. I).

Mysore Government and Forced Labour.

Attention is directed to pages 42 - 43 of this report where a *Summary of a* legislative measure adopted by the Mysore Government for the regulation and control of forced labour in periods of emergencies so as to maintain the normal supply of water for State irrigation purposes, is *given.* reproduced.

Hours Convention & Indian State Railways.

The following information about the Railway Board's attitude regarding the application of ^{the} Hours of Employment Regulations promulgated under the Indian Railways Amendment Act, 1930 (vide pages 27-28 of our October 1931 report) to Indian State Railways, like the Nizam's State Railway and the Mysore State Railway, is taken from a Note on the subject published in the Press Report dated 15-8-1932, issued by the All India Railwaymen's Federation:

Washington Hours Convention (A.I.R.F.) The Statutory Authority over all the Indian Railways, whether running through the Indian States or British India, is the Railway Board of the Government of India. The Hours of Employment Regulations prescribing a 60-hour week, are a part of the Indian Railways Act. In reply to an enquiry from the All-India Railwaymen's Federation whether the Railway Board propose to extend the Hours of Employment Regulations to Railways like the Nizams and the Mysore States Railways, where the Indian Railways Act is already in force, the Board state "the Indian Railways Amendment Act 1930 is not applicable to railway servants who are subjects of Indian States working on railway lands within Indian States, where jurisdiction over such railway lands has not been ceded to the British Government". This reply ignores the fact that most of the railway employees in the Native States are British subjects and ^{that} a grave constitutional question is involved in regard to the interpretation of the Railway Amendment Act 1930, ~~relating to its jurisdiction.~~ The Railway Board could venture to give such a reply because it is left to the discretion of the Government of India to extend or not the application of the Hours of Employment Regulations even in British India. The All India Railwaymen's Federation is consulting legal opinion on this matter.

National Labour Legislation.

Proposed Revision of Indian Factories Act:

Delhi Factory Owners' Federation's Views.

At pages 11 to 15 of the Report of this Office for June 1932 a summary was given of the main features of the Draft Factories Bill prepared by the Government of India with a view to consolidate and amend the existing law regulating labour in factories and incorporating certain important changes based on the recommendations made in the Whitley Report. The Draft Bill, it will be recalled, was circulated among the Provincial Governments so that they might ascertain the opinions on the Bill of associations of employers and employees. The Executive Committee of the Factory Owners' Federation, Delhi, considered the proposed revision of the Factories Act at its meeting held on 19-8-32 and formulated the following views on some of the main provisions of the Draft Bill:-

Qualifications of Additional Factory Inspectors. - The Bill empowers the Local Governments to appoint such public officers as they think fit to be additional inspectors of factories. The Committee in this connection were aware by their own experience that some of these additional inspectors had not even a working knowledge of the machinery employed in factories. The Committee, therefore, recommended that, even if no amendment of the clause was to be made, an instruction or rule might be framed whereby the Local Governments shall not appoint to these offices persons not having practical experience or a working knowledge of machinery.

Minimum Height of Children. - The Committee took very strong objection to the provision in the Bill which empowered the Local Governments to prescribe the minimum height which was to be attained by children seeking employment in factories. It was pointed out that Indian labour was composed of a conglomeration of nationalities for whom no uniform standard of height could ever be laid down. A 15-year old Pathan boy, for instance, might easily attain the height of an adult and work as one, and deceive the keenest factory inspector, while a Gurkha lad of 16 years might fail to qualify himself for employment. Height could not be laid down as an indication of physical fitness. People of different provinces were differently built and even in one province it was not uncommon to find many different physical features. The provision, it was resolved by the Committee,

was unworkable and would give rise to endless difficulties not only to employers but also at times to inspectors.

Age Certificates. * The Committee also took very strong objection to the clause in the Bill which required a certificate of age from every person below the age of 16, who was employed in a factory, but was over the age of 15 and was fit for employment, failing which he would be deemed a child. The Committee felt that while the provision would serve no useful purpose it would create innumerable difficulties in the way of employers. Indirectly it would throw a lot of burden on the employers who should have certificates ready in the case of all children who were employed, attaining the age of 16 years. It was in fact creating a third class of labourers in addition to the present child and adult labourers. It would specially add to the difficulties of factories working night shifts. The Committee, therefore, suggested that the clause might be eliminated from the Bill. X X X

Hours of Work. * In regard to hours of work, the Committee felt strongly that no alteration should be made in the existing limits of the hours of work. They very strongly opposed the reduction in the limits of hours of work both for adults and children.

Powers of Factory Inspectors. * In regard to giving additional powers to the factory inspectors under the Bill, the Committee felt that inspectors already enjoyed considerable powers to which no addition was necessary.

The Committee considered the clause: "If an inspector is of the opinion that the cooling power of the air in a factory is at times insufficient to secure operatives against danger to health or serious discomfort and that it cannot be appreciably increased by measures which do not involve an amount of expense which is unreasonable in the circumstances, he may require of the manager of a factory to carry out measures specified by him". The Committee asserted that strong objections were raised to a previous attempt to incorporate a similar clause. They believed that if the clause were to be incorporated in the Bill it should be sufficiently amended in order to define the period of "defective cooling" as also the percentage of profits or dividends beyond which an inspector could not order improvements in buildings. It was pointed out in this connexion that during the rainy weather when the atmosphere was surcharged with humidity, it would be impossible to provide satisfactory cooling arrangements which made conditions of work in the factory really comfortable.

Lighting of Rooms. * Similar recommendations were suggested by the Committee in regard to the clauses relating to "adequate shelter" and "sufficient lighted buildings". In regard to "sufficiently lighted buildings" what the committee had in mind was that the inspector might, if a factory was in his opinion insufficiently lighted, require that a number of windows should be provided, which in some buildings might mean the collapse of the wall. The Committee

therefore suggested adding to the clause the following words: "Provided that the measures specified are, having regard to the nature or condition of the building, not insuperably difficult or impossible to carry out"

Factories in Municipal Areas. - The Committee further suggested that where a factory was situated in municipal limits, the inspector's function should cease with drawing the municipality's attention to the repairs of the buildings or machinery, which he considered necessary in a particular factory.

Stability of Building. - In regard to "certificate of stability", the Committee were of opinion that when the factory inspector was in doubt or could not judge about the stability of a building, he should refer the point to the Government, who would then depute a qualified engineer to inspect and report on it.

Right of Sellers. - Lastly, the Committee considered the suggestion that with a view to encourage sales under agreements, such as hire purchase agreements, or sales subject to payment by instalments, the Government should bring forward legislation which will effectively protect the rights of the seller until he has received payment in full, particularly in cases where the sale is of machinery which has to be attached to the freehold.

Factory Act for Sangli State.

It is understood that the Government of Sangli State, an Indian State in the Bombay Presidency, is proposing to draft a Factory Act for the State on the model of the Factory Act in force in British India. The general condition of factories in the State leaves much to be desired. Because of the unregulated conditions of work in the factories, the workers of the State are labouring under great handicaps in respect of hours of work, the insanitary conditions prevailing in factories and the absence of safety devices. Before taking final steps about the application of the Act, the State authorities have given an opportunity to owners of factories and other employers of labour in the State to offer constructive suggestions for the proper drafting of the new Factory Act. According to a report published in the Times of India of 20-8-32, the Bill is to be drafted early and placed before the ensuing session of the State Ryot Assembly which meets on 9-9-32.

Note. The area of Sangli State is 1136 square miles, its population 221,321 and annual revenue Rs.1,402,654.

Forced Labour in Hyderabad State.

Reference was made at pages 29 to 31 of our May 1932 report to the Report issued by the Special Officer for Economic Investigations, Hyderabad State, on his enquiries into rural economy in Nander District (Hyderabad). Another volume has recently been issued by this Officer setting forth the results obtained by his detailed investigations in 12 selected villages of Warangal District. The Report contains a mass of valuable information about economic, and rural conditions; but, from this Office's point of view, the most interesting portion is the one in which labour conditions obtaining in the villages of the district are set forth. According to the report, various forms of forced labour still exist in the district. Unskilled labour in the district is of two kinds; free labourers and bhagelas (serfs). The free labourer has freedom of contract and movement, but the wages paid are extremely low. The report directs attention principally to two particular forms of forced labour — the bhagela system and the Yattipani (free compulsory service) system. The main features of these two varieties of forced labour are given below:-

The Bhagela System. - The payment of remuneration for this kind of labour is by the year in kind. If paid monthly, the calculation is at a lower rate. In some cases food is given. Service is whole time and includes any and every kind of work. Change from one master to another is considered immoral, and the master of an absconding bhagela thinks that he has the legal right of compelling him to return to service under him. The prevalent idea is that the children of a bhagela whose marriage expenses are paid by his master should, ipso facto, be bhagelas of the same master. The grain or food that is given as remuneration is below the minimum physical needs of low-class labourers. The payment of a bonus of two months' remuneration, gifts of tobacco, etc., appear to be rather exceptional and do not prevail in all villages. The master is looked upon as having the right to punish, starve or confine the bhagela for any offence of omission or commission. There is no written agreement of any sort. This institution has been in existence for a long time.

The Yattipani System. - The principal feature of this system is unpaid compulsory service. The people from whom this kind of labour

is exacted are called Yatti madigas and they belong to the lowest strata of society. Even the small landholders have one or two of these Yatti madigas who are paid some nominal wages at harvest time in return for the unremunerated services they have been doing throughout the year. Cases are not rare where Yatti families are maintained by big landholders for their exclusive use. These families are also paid some nominal wages for the work done by them.

The report, however, states that in a village called Kondur the Yatti system works in the form of a general levy on all the smaller villagers— occupants, tenants and labourers. No payment is made, no notice is given and there is no limit to the amount of work that might be extracted. The ostensible justification in such cases appears to be that the ancestors of the concerned "raja" enjoyed this privilege in respect of the ancestors of the families oppressed at present. The local authorities are aware of the continuance of this kind of Yatti. Complaints have reached them, but no relief has yet reached the concerned villagers.

Wrongful Dismissal & Right to Gratuity: Important Mysore Decision

A ruling on an interesting point of law of consequence to many mill workers of Bangalore, Mysore State, was given in a case on 27-7-32 by the District Judge, Bangalore, to the effect that a mill employee ~~was~~^{is} entitled to claim the amount standing to his credit in the gratuity fund, if he was wrongfully dismissed from the company's service, even though he has not put in the full period of service as required by the rules for claiming this amount.

The Facts of the Case. - The facts of the case, as given in the Hindu of 28-7-32, are briefly these: As the result of a notice issued by the Bangalore Textile Labour Union to the management of the Bangalore Woolen and Cotton Mills, familiarly known as the Binny Mills, Bangalore, that they would go on strike on 1-7-1929 if the management refused to ^{the} consider the question of dismissal of a worker, the management of the Mills closed the mills on 1-7-1929. A few days after, the management put up a notice to the effect that the half-yearly

bonus would be paid to all the workers, including certain men who were previously dismissed, if they resumed work peacefully on 13-7-29. The plaintiff-respondent in the case, one Krishnaswami Naidu, a side jobber in the mills, presented himself for work on the 13th, but, due to ^{the} unruly behaviour of certain workers, the mills had to be closed immediately on that date and remained closed till 23-7-1929, on which day normal working was resumed. Krishnaswami presented himself both on ^{the} 22nd and 23rd, but was refused admission and on the 23rd he was refused work without formally having been dismissed. Krishnaswami, thereupon filed a suit in the Court of the First Munsiff, (Court of Original Jurisdiction in civil cases), Bangalore, claiming damages for wrongful dismissal, the gratuity fund accrued to his share till the date of his dismissal, and also his share of the bonus for that half year. The Munsiff decided in favour of the plaintiff on all his claims. Against this decision the Binny Mills appealed to the District Judge's Court, Bangalore, where the decisions of the lower court have recently been upheld. The whole case depended on the question whether the plaintiff was wrongfully dismissed, and if so, whether he was entitled to claim gratuity fund accrued to his share and the half-yearly bonus.

The following is a brief summary of the decisions arrived at by the District Judge, Bangalore, in the case:-

Decision re. Dismissal. - The Judge found that there was nothing in the evidence to justify the plea of the Defendant Mills that the plaintiff was unwilling to work but that, on the other hand, he was ^{willing but was} prevented from working, since the mills remained closed for want of an adequate number of workers to man the machinery. The fact that the plaintiff was not a member of the Bangalore Textile Labour Union, was an important circumstance in favour of the plaintiff. No complaint against the worker was made and moreover, the Director of the Mills admitted that the plaintiff was not formally dismissed.

For these reasons it was decided that the plaintiff was wrongfully dismissed.

Decision re. Claim to Bonus. - On 17-8-1929, subsequent to the date of the cause of actions, a resolution was passed by the Directors of the Mills to the effect that bonus is to be paid only to those workers who were on the company's service on that date. But, anterior to this resolution, the management gave an unqualified undertaking that the half-yearly bonus would be paid to all the work people, including the men that were dismissed, if the rest of the work people, resumed work peacefully on 13-7-29. The management did not make the payment of this half-yearly bonus conditional upon any subsequent resolution of the Directors. It was not, therefore, open to the Directors to make invidious distinctions in the payment of the bonus by a subsequent resolution nor was it equitable to place the plaintiff who had been held to have been wrongfully dismissed and hence prevented from continuing in the company's service on 17-8-1929, in a worse position than labourers who had been actually dismissed by the company for misconduct. The claim of the plaintiff, for the half-yearly bonus was, therefore, upheld.

Decision re. Claim to Gratuity Fund. - According to the rules of the mills, no worker has a claim to the gratuity fund until after a full period of 10 years service. The plaintiff in this case had put in only 8 years service and so the defendant contested the plaintiff's claim to his share of the gratuity fund. In dealing with this question the District Judge remarked; "

"The most important question to be considered is whether, irrespective of the term used, the amount of gratuity to be paid to an operative after 10 years of service, is a gift or is in fact part of the consideration for services of the workmen and whether the prospect of earning the gratuity has or has not influenced the workmen in accepting services under the company. Such benefits though gratuitous and in the nature of gifts, at their commencement, tend in course of time and by long usage to crystallise into part of the remuneration payable for the services of the employee and attached to his office and in my opinion it has been so in this case. The existence of the gratuity fund in which he can share, after a service of 10 years under the company, would have certainly formed part of the prospective remuneration held out to him (the plaintiff) for his services."

The period of service of the plaintiff was not to be taken into account in the present case since he was prevented from continuing his services till he could complete 10 years of service and claim a right to his share of the fund. If this principle is not conceded, the Judge remarked, there is nothing to prevent the Mills from dismissing their employees before the latter complete their 10th year of service and thereby save the mills from the obligation of paying large sums in the shape of gratuities. For these reasons, the plaintiff was held to be entitled to the amount which has accrued to his share in the gratuity fund. The question was also viewed from another side. The Judge ~~arguing~~ remarked that, ^{assuming that} the gratuity amount cannot be claimed quo gratuity, it can be considered as a measure of damages

and taken into account in assessing the damages for wrongful dismissal. In either case the plaintiff was held to be entitled to the gratuity fund whether viewed as a gratuity fund itself or as a measure of damages.

For these reasons the ~~supra~~ appeal of the defendant mills was dismissed.

Protection of Labour Interests in Jaipur:

New Rules for Installing Machinery.

The recent investigations of the Royal Commission on Labour in India and the publication of the Whitley Report, notwithstanding the fact that the field covered by the Commission was British India alone, have aroused considerable interest and ~~have~~ lent a stimulus to measures for the protection of labour interests in Indian States. Thus, the Government of Jaipur State, Rajputana, has, during the last few months, been manifesting great interest in problems of labour welfare in the State. One of the first and most important steps taken by the State in this connection is the initiation of measures designed to secure full and adequate information regarding all factories and places where power-driven machinery are installed in the State. It is the Jaipur Government's intention to collect fairly complete data about the actual conditions of employment of the labouring classes working in the factories of the State. A second decision made by the State is that the Government should be vested with sufficient powers to enable it to be in a position to suppress any mechanical plant in the State, if such a plant is found to affect adversely the legitimate interests of the workers, of the State itself or of any other party outside the State. In view of these considerations,

the Government of Jaipur have decided to put a check on the unrestricted starting of factories inside the limits of the State and has passed an order to the effect that no estate-holder shall instal power-driven machinery in the State without obtaining the previous sanction of the Government. The Government have also ruled that no estate-holder in the State shall, in future, be entitled to charge royalty on machines installed on his land by the public for any purpose whatsoever.

Indian Labour in Ceylon, 1931.*

The following information regarding the conditions of life and work of Indians in Ceylon is taken from the Annual Report on the Working of the Indian Emigration Act, the rules issued there-under and of the Labour Ordinances of Ceylon during 1931, submitted by the Agent of the Government of India in Ceylon.

Indians in Ceylon. - The majority of Indians in Ceylon are estate labourers recruited mainly from Trichinopoly district in the Madras Presidency. Besides these, there are other classes of Indians who have very little in common with the estate labourers. These classes consist of Nattukottai Chettiyars who are financiers on a grand scale, the Baluchis who are money lenders on a miniature scale, the Sindhis or Gujeratis and the Tuticorin merchants, the Borahs and the Malayalies or natives of Malabar who are employed mostly as domestic servants.

Besides estate labourers, there are many Indian non-estate labourers, mostly in urban areas, working under the Public Works Department or Municipalities and Local Boards. These labourers are not entitled to the minimum wage or other benefits enjoyed by Indian

* Report on the Working of the Indian Emigration Act, 1922 (VII of 1922), the Rules issued thereunder and of the Labour Ordinances of Ceylon during the year 1931. - By the Agent of the Government of India in Ceylon. - Calcutta; Government of India Central Publication Branch 1932 - pp. 39 - price Re.1-4-0 or 2s.

estate labourers though they are immigrants from India. The Report states that there is, however, a proposal to ~~expand it~~ extend minimum ^{work} labour legislation to this class of labour also.

Political Status of Indians in Ceylon. - The most important event of the year under report in Ceylon was the inauguration of the reformed constitution. The Indian interest in the constitution centered round the franchise proposals concerning Indians on which the Governments of India and Ceylon held differing views, but this question was settled by His Majesty's Government, in pursuance of which Indians registered themselves as voters to the State Council in the third quarter of 1930 (vide pages 15 and 80-84 of our July 1931 and June 1930 Report respectively for details re. the franchise question). The figures relating to the number of Indians registered became available during the year under report. The total number of voters registered, including Ceylonese and non-Ceylonese, was 1,577,932 representing about 60 per cent of the total adult population of Ceylon. Of them, the total number of Indians registered was 100,574 which is about 21 per cent of the total Indian adult population. According to the Report, it is impossible to say what proportion of that population possesses the minimum domiciliary qualification of 5 years' residence. There is no question that the percentage of Indians registered to the total number entitled to the franchise is considerably higher than 21. The main factors which prevented a more extensive registration of Indian voters were the intimidation of a large number of Indian estate labourers against applying for registration and the apathy, the disorganization and the lack of leadership among the Indians themselves. Educated Indians, the Report remarks, in Ceylon are gradually becoming more alive to the need of greater organization; and the Ceylon Indian Association is at present engaged in a systematic membership campaign. The Report expresses satisfaction at the rapid increase in the number of registered voters during the year under review.

In the elections to the State Council which was held in June 1931, out of a total of 46 elected councillors, 3 were Ceylon Tamils and 2 Indians. One of the two Indians, Mr. Peri Sundaram, was elected Minister for Labour, Industry and Commerce.

Immigration Figures: - The Census of 1931. - One of the most interesting features of the Census, taken in February 1931, is reported to be the much higher increase in the percentage of Estate population since 1921 as compared with the general population of Ceylon. The total population of Ceylon increased from 4,504,549 in 1921 to 5,312,548 in 1931. During the same period the Estate population (nationalities) increased from 568,850 to 790,376. Thus, while there was an increase of 17.94 per cent in the total population of Ceylon, the increase in the Estate population came to 38.94 per cent. This increase is reflected in the population of practically all planting Districts.

Total Number of Indian Labourers in Ceylon. - The total number of labourers (including dependants) on Estates in February 1931 was 790,376, of whom Indian labourers alone numbered 697,205. This shows that 88 per cent of the labourers on Estates is Indian. The number of Indian labourers on Estates in 1921 was 498,158. Thus,

during the last decade there has been an increase of 40 per cent in the Indian Estate population of Ceylon. In December 1931, there were 682,358 Indian labourers in Ceylon, of whom 220,848 were men, 212,609 were women and 248,901 were children. These figures show how universal family life is among Indian labourers in Ceylon.

Immigration into Ceylon. - The increase in the number of Indian labourers during the last decade is trifling compared to their increase during the last 100 years. The following figures show the tremendous volume of immigration from India to Ceylon during the last 100 years:-

1827	.	.	.	10,000
1847	.	.	.	46,140
1867	.	.	.	52,779
1877	.	.	.	167,196
18 1931	.	.	.	697,000

In view of this increase, it is perhaps not surprising that certain politicians, both in India and in Ceylon, have viewed this human movement with alarm and have advocated the application of the brake.

Economic forces, stronger than political, have been working towards the decline of immigration since 1929. The number of Indian labourers who came to Ceylon in 1931 was only 68,337 against 91,422 in the preceding year and 10,095 in 1929. This figure is by a far the lowest since 1923 and clearly reflects the depressed state of the main industries of this Island.

Departures to India. - The 75,866 labourers returned to India in 1931 against 98,728 in 1930.

Nett Immigration. - During each year from 1923 to 1928, the number of immigrants into Ceylon was well in excess of the number of departures from Ceylon, the excess in 1927, when immigration into Ceylon reached its high water mark, having been not less than 71,917. In 1929 the excess of arrivals had fallen to 3,867, but in 1930 the process was reversed and departures outnumbered arrivals. This tendency persisted in 1931, when immigration into Ceylon again fell short of emigration from Ceylon by 7,529.

Repatriation. - With the depression in tea and rubber and the consequent closure of Estates, it was to be expected that the number of labourers repatriated to India, would be high. In normal times repatriates fall under two classes, namely, those repatriated by the Agent of the Government of India within one year of their arrival in Ceylon, and those repatriated under the Ceylon Government Scheme for the repatriation of sick and indigent labourers. The number of repatriates under both these categories was higher than in any previous year. Under the former category was repatriated 296 persons in 1931 against 61 in the preceding year, while under the Scheme for the repatriation of sick and indigent labourers 4,772 persons were

repatriated against 3,216 in 1930. The largest number of repatriations, however, was effected under a Scheme which was evolved in the closing months of 1930 to meet the depression in rubber and consequent unemployment among labourers. The number of labourers repatriated under this Scheme in 1931 came to 10,645. Surprise is expressed that more were not repatriated under this Scheme, for it is estimated that some 100,000 acres of rubber have been closed down. There was, however, no appreciable unemployment among Indian labourers. This indicates that though a rubber Estate labourer is normally disinclined to work on tea, the movement of labour from rubber to tea has, under the stress of necessity, proved bigger than anticipated.

Recruitment. - The number of recruiting licenses issued in 1931 was by far the lowest since 1924. Only 5,181 licenses were endorsed by the Agent during 1931 as compared with 14,380 in 1930 and 19,331 in 1920. This was chiefly due to the prevalent depression in tea and rubber. Recruitment to mid-country and low-country Estates was practically at a standstill; and even recruitment for high grown tea, which remained unaffected by the depression, was reduced to the minimum. The policy adopted during the year under report was to encourage local as opposed to coast recruiting. The vast majority of labourers came, as usual, from the Tamil Districts of the Madras Presidency. The Telegu Districts contributed 455, the Malayalam Districts 230 and Mysore only 39. The rest, numbering some 67,600 came from the Tamil Districts, including the State of Pudukottah which contributed some 4,700 labourers. Among the Tamil Districts, Trichinopoly, as usual, headed the list with over 25,000 labourers. Salem was a bad second with nearly 11,000 labourers. 23 cases of alleged irregular recruitment against 12 in 1930 and 11 in 1929 was forwarded by the Agent to the Protector of Emigrants at Mandapam for action under Section 28 of the Indian Emigration Act, 1922.

Depression and the Reduction of Minimum Wages. - The year under report was worse than 1930 as far as rubber and tea — the two staple industries of the Island — were concerned. In 1930, depression was confined to rubber and had not affected tea but in 1931 both industries were passing through a severe crisis. Thus, the price of rubber which had sagged to 14 cents per lb. in October 1930 fell to 11 cents during 1931 and in April 1932 had fallen to 7½ cents. High grown tea continued to fetch reasonable prices but the price of low country and mid country tea in 1931 had fallen from 60 to 43 cents and from 69 to 50 cents respectively.

The price of rice fell from Rs.6.40 per bushel at the time of the introduction of the minimum wages to a little more than half that price in the low country districts and a little less than Rs.5 in the up country districts during the year under review. The employers being hard hit by depression proposed the reduction of the minimum wages on the plea of reduced cost of living, by 5, 4 and 3 cents respectively in the wages of men, women and children, provided that rice was issued at Rs. 4.80 instead of Rs. 6.40 per bushel. This proposal was adopted in May 1931 with the concurrence of the Government of India.

This adjustment of wages was only a palliative to the majority of estates. Therefore, the machinery prescribed in the Minimum Wage

Ordinance for a reduction of wages was set in ~~the~~ motion; and the Estate Wages Boards were summoned. Though their recommendations differed in minor details all the Wages Boards recommended a reduction of 20 per cent. in wages, provided that rice was issued at Rs. 4.80 per bushel. In making ^{the} recommendations, the Wages Boards proceeded on the assumption that the labourers' cost of living in articles other than rice had fallen by 20 per cent. While it was abundantly clear that there was a fall in the cost of living, the exact extent of that fall became a matter of dispute, and eventually it was decided to proceed on the assumption — for it was no more than an assumption — that the labourers' cost of living in articles other than rice had fallen by 15, 16 and 17 per cent respectively in up-country, mid-country and low-country Districts. After prolonged and detailed consideration of the circumstances which would affect a reduction of wages, it was decided to leave wages on up-country Estates unaltered and to effect a reduction of wages on mid-country and low-country Estates in harmony with the estimated fall in the cost of living, namely 16 per cent in mid-country, and 17 per cent in low country ~~the~~ Districts. The revised rates reduced the wages in the low country from 45, 36 & 27 cents to 41, 33 and 24 cents respectively to a male, female and child worker, provided the issue price of rice remained at Rs. 4.80 a bushel, and in the mid-country to 43, ~~33~~ 35 and 25 cents from 47, 37 and 28 respectively. These revised rates have been given effect to from the 1st February 1932 and will remain in force for a period of six months, at the end of which the whole question of wages will be reconsidered in the light of such material as may then be available. The report mentions that a proposal to introduce a sliding scale of wages, varying in accordance with the varying price of rice, has been abandoned as it was considered undesirable to link up the cash minimum wage with the price of rice and thereby to restrict the labourers' freedom to buy rice from outside the Estate. A proposal for the reclassification of up-country Estates in accordance with their economic condition was also given up.

Labour Ordinances. - In labour legislation, Ceylon, while considerably ahead of India, lags far behind Western or Australasian countries. There is no Ordinance dealing with the right of association, insurance against accidents, sickness, unemployment or old age. Nor is it certain that all modern social legislation is suitable for an agricultural country like Ceylon. The following are the Ordinances, affecting Indian labourers in Ceylon: (1) Ordinance No.11 of 1865; (2) Ordinance No.13 of 1889; (3) Ordinance No.43 of 1921; (4) Ordinance No.1 of 1923; and (5) Ordinance No.27 of 1927. Ordinance No.11 of 1865 applies to all labourers, Indian or Sinhalese, working on Estates or elsewhere. The other Ordinances apply exclusively to Indian labourers working on Estates. Ordinance No.43 of 1921 was a land mark in the history of the Indian labourers in Ceylon, as it abolished the notorious "Tundu" system, ^{Ordinance No. 1 of 1923} established the "Immigration Fund" to which are debited all charges in connection with the recruitment, the transport and the repatriation of Indian labourers. It also created the appointment of the Controller of Indian Immigrant Labour and recognized the appointment of the Agent of the Government of India in Ceylon. Ordinance No.27 of 1927, generally known as the Minimum Wage Ordinance, provided the machinery for fixing rates of

minimum wages for Indian Estates labourers and effected certain amendments to the earlier Ordinances. In addition, there are also certain other Ordinances which deal with cognate matters such as medical wants on Estates and the education of Estate labourers.

Working of the Minimum Wage Ordinance. - During the year under report, however, depression imposed an almost intolerable strain on the working of the Minimum Wage Ordinance. On rubber Estates, in particular, the Ordinance was strained to the breaking point by the irregular payment of wages to tappers—an irregularity, justified, if at all, by the plea, necessity. On tea Estates, again, breaches of the Minimum Wage Ordinance were of more frequent occurrence than in previous years. Irregularities were particularly noticeable in the payment of wages to pluckers. On certain Estates pluckers were paid entirely according to the outturn; and no attempt was made to make up the wages of indifferent workers to the minimum.

Indebtedness of Indian Labourers. - The evil of indebtedness can be traced directly or indirectly to the Kangany system. The report remarks that whatever merits this system may have had in the past and still possesses at present, there is no question that it is a stumbling-block to the labourers' economic independence. The labourers who have once borrowed from the Kangany realize before long that their wages are no longer their own. It is true that at present wages have to be handed over directly to the labourer; but so universal is the labourer's indebtedness to the Kangany and so strong is the Kangany's hold on the labourer that a Superintendent, however well-meaning, sometimes finds it difficult to prevent irregularities.

Remedies for Indebtedness. - All the remedies that have been adopted so far, for instance, the immunity of the labourer from arrest for debt and the abolition of the "Tundu", are based on the salutary principle that all security for debt should be removed. At present the only security which the Kangany possesses in practice, if not in law, for the recovery of his debts is the discharge ticket—a security rendered doubly secure by the operation of the Discharge Ticket Agreement. It is suggested if this security is removed, the practice of making—and, consequently of receiving—large cash advances will show an appreciable diminution, the movement of labour will be restricted, the employers will be less harassed by professional rovers and professional petitioners, and the labourer will become a free man. This should be accompanied by the encouragement of thrift and prudence among labourers and the formation of such beneficent institutions as Savings Banks and Co-operative Societies.

Vital Statistics. - One interesting feature is that while prior to 1927 birth rates for the Indian Estate population were generally higher than those for the total population of Ceylon, since 1927 the reverse has been the case. In 1931 the birth rate among Indian Estate labourers was 34.2 per thousand against 37.4 for the whole of Ceylon. The lower birth rate among Indian labourers is an indication of the tendency among Indian mothers to go back to their country for confinement. If birth rates are lower among Indians than Ceylonese, so are deaths. Death rates among Indian

labourers have fallen progressively from 35.2 per thousand in 1924 to 20.8 in 1931. This reflects the improvements effected in recent years in the sanitary conditions of Estates. This improvement is reflected but to a minor extent in infantile mortality as well. For every 1,000 births, 184 infants under one year died in 1931 against 194 in the previous year. The corresponding figure for the total population of Ceylon in 1931 was 158. Maternal mortality was also heavy. 20.4 mothers died out of every thousand at child-birth. The report observes that there is no question that the rates of infantile and maternal mortality can be reduced considerably by the more extensive employment of trained midwives and the construction of ~~ly~~ lying-in rooms. The chief causes of death, apart from debility are pneumonia, infantile convulsions, ankylostomiasis, dysentery, diarrhoea and enteritis.

Housing of Labourers. - No improvements or additions were effected during the year under review regarding the provision of housing facilities to estate workers. Overcrowding was practically unknown. Lines and line compounds were kept in fairly clean condition, in spite of the fact that the number of line sweepers was reduced on many Estates as a measure of retrenchment.

Medical Relief. - The number of hospitals and dispensaries scheduled to Estates remained the same as last year, namely 66 and 108 respectively. These institutions, however, are used to an increasing, and in some cases, to an exclusive extent by the indigenous population. The number of Estate hospitals was 87 against 88 in the previous year while the number of Estate dispensaries increased from 715 to 720. Most of the dispensary buildings are reported to be unsatisfactory.

Maternity Benefits. - Maternity benefits on Estates vary from Rs.2 to Rs.5 and half a bushel of rice. As a result of the present depression, the general level of maternity benefits is reported to have suffered. The maternity benefits recommended to be made compulsory by the Medical Wants Ordinance Committee were 4 measures of rice and Rs.1 in cash per week for 4 weeks. The Royal Commission on Labour in India also recommends the grant of maternity benefits on a more liberal scale than is the practice in Ceylon. (vide page ^{263-265 of 4/12} 60 of the Whitley Report). While in Ceylon there are a few Estates where maternity benefits are granted on a generous scale and the care of the expectant mother and child leaves little to be desired, there is no doubt that the average Estate falls far below the standard recommended for adoption in India by the Royal Commission on Labour. It is pointed out that, as recognized by the Royal Commission, "some form of legislative compulsion is necessary".

Education. - The total number of registered Estate schools at the end of September 1931 was 554 as compared with 501 at the end of 1930. The total number of children of school-going age at the end of September 1931 was 72,533, of whom 41,435 were males and 31,098 were females, as compared with 77,723 in 1930, of whom 44,030 were males and 33,693 were females. The total number of children who actually attended school in 1931 was 39,163, of whom 27,516 were males and 11,647 were females, as compared with 42,671 in

1930, of whom 29,762 were males and 12,909 were females. Thus, 53.99 per cent of the total number of children of school-going age attended school in 1931, as compared with ~~54.9~~ 54.9 in the previous year. The report states that this set-back in the provision of educational ~~at~~ facilities for Estate children was due to the depression as a result of which 33 schools were closed in 1931. Not merely the depression in the industries, but the financial stringency of the Government of Ceylon has adversely affected education on Estates.

General Remarks. - The following general remarks have been made by the Agent:-

In the report for 1930 it was stated that depression cast its lengthening shadow over almost every activity connected with the life of the Indian labour in Ceylon. In 1931 the shadow continued to lengthen. Rubber could not extricate itself from it, and even tea, except that grown in high elevation, lay under it. Recruitment for low-country and mid-country Estates was practically at stand-still; and even on up-country Estates recruitment was restricted to the irreducible minimum. The number of immigrant labourers into Ceylon was the lowest since 1923; and the number of repatriates from Ceylon the highest. The demand for a reduction of minimum wages, which began towards the end of 1930, gathered force throughout the year 1931 and resulted in an actual reduction of wages on low-country and mid-country Estates from February 1932. Wages were reduced in other ways too. Work on fewer days in the week and shorter hours in the day was offered by the employers and accepted, sometimes grudgingly, sometimes gratefully, by the labourers. Irregularities in the payment of wages were more rampant, especially on rubber Estates, than in previous years. Housing and sanitary improvements on Estates suffered a set-back; and even in the treatment of labourers for hook-worm certain employers showed, according to the Director of Anchylostomiasis Department, a reluctance to avail themselves of his services. The education of Estate children was affected; the registration of new schools was severely restricted; and the percentage of school-going children, already by no means high, showed a slight decrease. Yet the picture is not all dark. The very severity of the depression called forth those qualities of mutual regard and adjustment between employers and labourers on which the successful working of an Estate primarily rests. If the facility with which wages were reduced directly and indirectly showed the dependence, the non-chalance and the fatalism of the Tamil labourer, it also confirmed his innate sense of loyalty towards his employer and the sane appreciation of economic facts. As for medical relief and education on Estates, the optimist may perhaps take heart from the fact that, in view of the severity of the depression, the set-back in these respects was not greater than it was. One feature, in particular, gives ground for satisfaction, namely, the decrease in infantile mortality which, though still undoubtedly high, fell from 194 per 1,000 in 1930 to 184 per 1,000 in 1931. It is also gratifying to note that the political rights of Indian labourers which were secured with difficulty in 1930 were exercised during the year under report, if not extensively, at any rate with discernment; and the elections to the State Council, while reflecting the unorganized state of the Indian community in Ceylon and its lack of leadership, also showed its political potentialities. In any case, it is a matter for unalloyed satisfaction that the portfolio of Labour, Industry and Commerce under the reformed Constitution is held by an Indian.

Elimination of Women Underground Workers:

Plans to Minimise Suffering.

The Regulations framed in 1929 under the Indian Mines Act, 1923, prohibited the employment of women underground in mines, other than the coal mines of Bengal, Bihar, Orissa and the Central Provinces and the Salt mines of the Punjab, with effect from the 1st July 1939, and in all other mines, with effect from the 1st July 1929. In the coal mines in Bengal, Bihar and Orissa and the Central Provinces and in the salt mines in the Punjab, women may still be employed underground up to the 30th June 1939, provided that the total number of women so employed at any time in any mine does not exceed a gradually decreasing percentage (i.e., 29 per cent. in the case of coal mines decreasing by 3 per cent. each year and 40 per cent. in the case of the salt mines decreasing by 4 per cent. each year) of the total number of both men and women employed underground in the mine. These provisions for exemption were made with a view to ward off serious dislocation in the industry that might result from an abrupt stoppage of women labour underground and also to enable the labour force concerned to gradually adjust itself to the economic consequences of the stoppage of the earnings of women underground workers. The steps taken for the elimination of women underground workers have brought about a marked decline in the number of such workers in coal mines. The following figures relating to women underground workers are taken from the Annual Report for 1930 on the working of the Indian Mines Act, 1923, submitted by the Chief Inspector of Mines in India.

In 1928 the number of women underground workers (in all classes

of mines) was 31,785. As a result of the Regulations prohibiting the employment of women, their numbers had declined in 1929 to 24,089 (23 per cent. of the men and women employed underground) and in 1930 to 18,684 (15.56 of the total number of men and women employed underground). The figures relating to women underground workers in coal mines alone are as follow: 1928 — 28,408 (men underground — 68,727), 1929 — 21,880 (men underground — 75,922) and 1930 — 18,287 (men underground — 81,665). The provincial distribution of women underground workers in 1930 was as follows:-

<u>Province.</u>	<u>Number of women employed underground.</u>		
	<u>In coal mines.</u>	<u>In salt mines.</u>	<u>Total.</u>
Bengal	6,128	...	6,128
Bihar & Orissa	11,376	...	11,376
Central Provinces	783	...	783
Punjab . . . . .	...	397	397
	<u>18,287</u>	<u>397</u>	<u>18,684</u> in
			<u>in 1930</u>
			24,089 in 1929.

The discharge of large numbers of women underground workers effected in an indiscriminate manner and the resultant loss in wages have produced great hardship among mining labourers in the coal-fields. Commenting on this aspect, the Whitley Commission has pointed out that in view of the progressive reductions that are to be carried on till 1939 and the consequences of exclusion to the individual woman, as well as to her family, the coal industry should devise a fair and workable system which could be recommended for adoption to managers faced with the necessity of excluding considerable numbers of women in the near future. To this end, the Commission recommended early joint consideration of the matter by representatives of the employers, the workers and the inspectorate. The Indian Trades Union Federation also, at its annual meeting held at Madras

on 16 & 17-7-1932, had demanded that, in view of the serious economic consequences that are likely to follow from an indiscriminate discharge of women underground workers, instructions should be issued to Mining Boards to inquire into the matter in consultation with the representatives of miners (vide page 36 of the report of this Office for July 1932).

The printed report of the proceedings of a meeting of the Committee of the Indian Mining Association, Calcutta, held on 20-7-32 gives particulars of two meetings, attended by senior colliery managers, ^{representatives} ~~respectives~~ of local bodies and the inspectorate, held on 24-6-32 at Sitarampur and on 27-6-32 at Jharia respectively to discuss whether some system could be evolved for selecting women ^{for} exclusion from underground workings so as to cause least suffering to the miners' families concerned. Despite the disadvantages of immediate total exclusion of women, quite a large number present at the meetings favoured immediate exclusion of women. At the same time it was felt that for such views to have weight with the Government, the support of the Indian Mining Association and the Indian Mining Federation was necessary. Of the various suggestions put forward at the meetings for the elimination of women underground workers, the following secured the approval of the majority:- (a)

the exclusion of new-comers; (b) the exclusion of the wives and females of seasonal labourers; (c) the exclusion of the wives and females of labourers residing in distant villages; (d) the exclusion of widows and unattached females resident at the mines, so as to give them an early opportunity to obtain work on the surface and (e) the selection of the balance to be left to the sirdars of gangs of miners each of which gang will suffer the same percentage reduction.

The Committee of the Indian Mining Association at its meeting held on 20-7-32 considered the matter and decided that there was no reason to depart from the opinion expressed in the Association's memorandum to the Whitley Commission that the selection of women to be excluded from underground workings should be left to the managements of collieries who knew their labour best.

Hours of Work in Jute Mills:

Working Time Agreements in 1931.

A review of the various decisions taken by the Indian Jute Mills Association, Calcutta, from 6-11-1928 to the close of the year 1930, with regard to hours of work in the jute industry, was given at pages 20-24 of the July 1931 report of this Office. The crisis in the industry, which necessitated such measures, did not abate during 1931 and continued to persist during the current year as well. In 1931 also, therefore, various decisions had to be taken in the direction of curtailment of hours of work, a brief review of which is given below:-

Position during 1930:- The mills belonging to the Association worked sixty hours per week up to 30th June 1930, from which date a new agreement came into force. Under this agreement, working hours were reduced to fifty-four per week; double shift mills running for four days of $13\frac{1}{2}$ hours each per week, and single shift mills either four days of eleven hours and one of ten hours, or five days of ten hours and one of four hours per week. But the reduction of working hours provided for in this agreement failing to remedy the critical situation which it was designed to meet, there followed the subsidiary agreement dated 4th July, which provided for the closure of all mills in the membership of the Association for one full working week in each of the months, July, August and September 1930. This arrangement was extended, under a second subsidiary agreement dated 19th August, to cover the period October 1930 to March 1931, provision being made to review and decide subsequent working arrangements not earlier than 15th February 1931.

Agreement Operating from 2-3-1931. - The Committee of the Association reviewed the whole question early in February 1931 in the light of the unanimous views of the members of the Association that more drastic measures were required to cope with the situation. The recommendations of the Committee were embodied in the form of an agreement which was signed by all the members on 21st February. The agreement provided (a) for a reduction in working hours to 40 per week, double shift mills running two days of $13\frac{1}{2}$ hours each and one of 13 hours per week, and single shift mills, 4 days of 10 hours each per week; and (b) that concurrently with the introduction of the 40 hours working week, curtailment of output should be intensified by the sealing of 15% of the total complement of looms owned by each Mill Company, that is to say, the total of the hessian and sacking looms combined, the actual sealing to be effected on hessian looms of 40 inches reed space or over. The sealing of looms

in accordance with this provision was carried out, the understanding being that the looms so sealed would remain out of action until 31-12-31, but that the percentage would be subject to alteration on three months' notice given by the Association not earlier than 30th June 1931. In other respects the agreement followed the terms of previous agreements; it contained provision for the making up of time lost on account of strikes, shortages of coal and failure of electric power supply, for the continued employment of Association Inspectors, for the enforcement of penalties for infringements of the agreement; and it also incorporated the usual clauses prohibiting extensions and the control or purchase by members of jute mills not in the membership of the Association.

The 1932 Agreement. - Notwithstanding the reduction of working hours to 40 per week and the sealing of 15% of ^{the} looms, conditions failed to improve, and as was perhaps only natural in these circumstances, the adoption of the agreement referred to above was shortly followed by negotiations towards a further curtailment of output by the mills in the membership of the Association. To meet the position which they were called upon to consider, the Committee put forward the following proposals on 21-5-1931:-

- (a) That the mills should agree to close down entirely for two or for three working weeks during the period July/August 1931.
- (b) That the mills not disposed to close down entirely as suggested above should agree to work four days of eight hours each per week commencing 29th June 1931, this arrangement to continue for a period corresponding and equivalent to the closed period suggested above.

These proposals, however, failed to meet with the support of the requisite majority of members. In view of the serious position in which the industry found itself, the Committee strongly and unanimously recommended, at the end of June, that ^{the} mills should agree immediately to work forty hours per week, with 15% of all looms sealed in terms of the existing agreement, from 1st January 1932, until such time as ~~the~~ stocks were reduced to a reasonable level. Proposals to this effect were placed before members and were embodied in a new ~~agreement~~ agreement — the 1932 working time agreement — which was adopted on 24th July 1931. The principal points of similarity to and variation from previous working time agreements are indicated below:-

- (a) Working Hours. - The agreement provides for a continuance of the forty hour working week on a single shift basis only; for, during the first half of the year under review, all mills included in the membership of the Association, not previously working on this basis, changed over to the single shift system. The mills, however, continue to have the option of working either a four or a five day week, and a wide choice of working hours is allowed under the agreement.

- (b) Making up of Lost Time. - Mills are permitted under the 1932 agreement to make up time lost on account of (a) strikes, (b) shortages of coal, and (c) failure of electric power supply, provided the stoppage is for at least two whole working days.
- (c) Sealed Looms. - Clause 5 of the agreement provides that the 15% of all looms, sealed in terms of the agreement operating from 2-3-1931, shall continue to remain sealed. This provision applies meantime to hessian looms only, of 40 inches reed space or over; but the clause provides further that the Association may prescribe the ratio according to which the sealed percentage of looms shall be divided between looms producing hessian and sacking quality goods.
- (d) Non-Member Mills. - Clause 4 of the agreement embodies the provision which was first introduced in the agreement dated 16th June 1930, that members will not take over the control or management of any jute mills, not members of the Association and will not become parties to the sale, part-sale or purchase of such mills during the currency of the agreement.
- (e) Extensions of Productive Machinery and relative buildings. - As in previous agreements, members undertake that during the currency of the agreement they will not instal, nor place orders for, any extra productive machinery or relative buildings.
- (f) Jute Mill Inspectors. - Clause 6 provides, as the 1930 and subsequent agreements did, for the appointment and maintenance by the Association of a staff of Jute Mill Inspectors, who by regular visits of inspection to the mills, enable the Committee to satisfy themselves that the terms of the working time agreements are being strictly complied with by the mills.
- (g) The period of the Agreement. - The agreement remains in force until terminated by three months' notice given by the Association.

During the second and third quarters of the year under review, many members applied for permission to work a five-day week of eight hours per day in preference to four days of ten hours each per week. The current working time agreement was revised in this respect and re-adopted by the members on 6-10-1931.

(Summarised from pages 17 to 21 of the Report of the ^{Committee of the} Indian Jute Mills Association, Calcutta, for the year ending 31-12-1931).

Working of the Workmen's Compensation Act, Bengal, 1931*

According to the report, returns were received from 1481 concerns, of which 1350 were from Factories including Railway workshops, 2 from Tramways, 3 from Port Commissioners and 126 from mines. The total number of workmen employed per day during the year was 565,778 adults and 6,716 minors as against 649,090 and 18,810, respectively, in 1930. The total number of accidents for which compensation is reported to have been paid during the year 1931 is 2,334 against 3,210 in the previous year. Of the accidents shown in the returns, 78 are reported to have resulted in death, 285 in some sort of permanent disablement and the remaining 1,973 in disablement of a temporary nature, the corresponding figures for 1930 were 100, 356 and 2,754, respectively. Compensation paid for the above three classes of accidents was Rs. 47,390 for death, Rs. 63,711 for permanent disablement and Rs. 29,900 for temporary disablement as against Rs. 61,194, Rs. 85,042 and Rs. 46,835 respectively, in 1930. There was one case of lead poisoning resulting in permanent total disablement for which a sum of Rs 2,310 was paid as compensation.

The report states that the only trade union which took any marked interest in Workmen's Compensation during the year under report was, as usual, the Indian Seamen's Union. During the year under review the great majority of seamen's claims, however, were instituted direct. The Kharagpur Claims Bureau on Workmen's Compensation, to which reference was made in the last year's report, continued to

* Government of Bengal Commerce Department - Annual Report on the Working of the Workmen's Compensation Act in Bengal during the year 1931 - Calcutta; Bengal Secretariat Book Depot 1932 - Price . Indian, 13 annas; English, 1s.6d. - pp.15

function throughout the year. The Bengal Nagpur Railway Co., Ltd., in connection with whom this Bureau chiefly operates, settled a number of claims for permanent disability without contest. The Calcutta Claims Bureau, which represents most of the leading insurance companies and deals with a large number of claims continued its valued cooperation with the Commissioner throughout the year.

The report records with gratification that almost all the recommendations made by the Commissioner for Bengal have been incorporated in the Report of the Royal Commission on Labour before which he gave oral evidence in 1930, and also in the Amending Bill at present in process of circulation.

(The working of the workmen's Compensation Act in Bengal for during the year 1930 is reviewed at page 22 of the report of this Office for September 1931).

HK.

Factory Administration in Madras, 1931.*

The following information regarding the working of the Indian Factories Act in the Madras Presidency during 1931 is taken from the Annual report on the subject for 1931, submitted to the Government of Madras by the Chief Inspector of Factories, Madras.

Number of Factories. - The year began with 1,661 factories under the operation of the Act. 57 new factories were brought on the register during the 12 months under review and 82 factories were struck off the registers. In 26 of these, machinery and plant had been removed, in 2 mechanical power was discontinued, 1 was closed for 4 years, 6 factories were removed owing to change of premises (but all the 6 were registered again), 1 was burnt down, in 44 there was no proof of over 19 persons being simultaneously employed as required by the Act and 2 were treated as part of the main factory itself. Of the 1,636 factories on the register at the end of the year, 1,470 were in commission during the year, the remaining 166 being closed, partly due to the general trade depression. The decrease in the number of factories in commission may also be attributed to the same reason. Of the 1,470 factories in commission, 675 were perennial and 795 seasonal.

Number of Operatives. - The average daily number of operatives employed in 1,470 factories that were in commission during the year was 137,377 as against 142,549 mentioned in the last year's report. The decrease has been attributed to the smaller number as well as to irregular working of factories in commission and also, reduction of establishment in factories in commission. Of these, 5,667 were employed in Government and Local Fund and the rest in private factories. The cotton spinning and weaving industry engaged 36,254 operatives during the year while 6,361 were employed in jute spinning and weaving mills.

Number of Women and Children. - The total number of women and children employed in registered factories during the last five years were:-

<u>Year</u>	<u>Women.</u>	<u>Boys.</u>	<u>Girls.</u>
1927 - -	30,860	4,253	2,455
1928 - -	32,095	4,091	2,275
1929 - -	35,036	4,319	2,328
1930 - -	34,982	4,269	2,086
1931 - -	33,761	4,094	2,388

The decrease in women has also been attributed to the smaller number and irregular working of factories in commission.

* Government of Madras - Development Department - G.O.No.886, 2nd July 1932 - Factories - Indian Factories Act, 1911 - Administration Report for 1931. - pp. 33.

Certification of Children. - The number of certificates issued during the year was 7,010 as against 7,393 in 1930. Prosecutions were taken up and convictions obtained in 7 cases of violation of section 23 of the Factory Act.

Inspections. - Of the 1,470 factories that were in commission during the year, 329 were inspected once, 594 twice, 348 thrice and 138 more than three times. The total number of inspections by all Inspectors was 3,127 (inclusive of visits by Additional Inspectors) as against 3,144 in the previous year. 61 factories were not inspected during the year.

Health and Sanitation. - The health of the operatives is reported to have been generally good. No epidemics among factory operatives were reported during the year.

The provision of medical facilities, as in previous years, was continued during the 12 months under review. The cleanliness of factory premises and their surroundings was well maintained. Orders issued departmentally and in several cases on the suggestions of the District and Municipal Health Officers, were, as a rule, promptly carried out. Action had, however, to be resorted to in 15 cases and conviction obtained in all of them.

Housing of Factory Operatives. - Six factories, in addition to the 261 already mentioned in the 1930 report, provided housing accommodation for operatives during the year. In two existing factories additional brick built houses (12 in one and 5 in another) were provided for work people. The proprietors of all tea factories provide housing accommodation for estate coolies and for those who work in the factories.

Education and Welfare Work. - Educational facilities for the children of operatives were provided during the year in two factories in addition to the 81 mentioned in the last report; 2 out of these 81, however, ceased to exist and the total number of factories providing educational facilities, therefore, remained unchanged. Special attention to the provision of medical facilities is reported to have been paid in tea estates in Kanara, South Malabar, Nilgiris, and Coimbatore, where estate coolies and factory operatives alike were benefited by them.

Lime-washing and Painting. - The periodical lime-washing of the inside walls and painting or lime-washing of wood-work of factories were generally carried out according to rules. Exemption from lime-washing walls of certain parts of a factory were given in 2 cases and from painting wood-work in one case. It is reported that the attention of managers were drawn to the rules wherever necessary and that prosecutions were taken up in 14 cases of infringement of the rule and 7 convictions were obtained in all cases.

Wages and Strikes. - The average rates of wages for skilled labour in 1931 varied from Rs. 1-5-6 for an oil man, Rs. 0-10-11 for a weaver (cotton) and Rs. 0-10-1 for a spinner (cotton). The last year's figures for the above categories of workers were Rs. 1-5-11, Rs. 0-9-3, Rs. 1-0-10 and Rs. 0-12-7. The average daily rates for unskilled labour ranged from Rs. 0-8-6 for a press coolie (male) and

Rs. 0-5-1 for a press coolie (female) to Rs. 0-6-9 for a male coolie and Rs. 0-4-3 for a female coolie in rice mills. Thus the average wages paid in factories during the year under report vary when compared with those paid in 1930. In eight cases of skilled labour there was an increase and in 13 cases there was a decrease; in the case of unskilled labour there was decrease all round owing presumably to trade depression.

There were nine strikes in registered factories during the year under review.

Fencing of Mill Machinery. - Fencing and guarding of dangerous parts of ways, works, machinery and plant are reported to have been well attended to. The dangers involved in unfenced machinery were explained to employers and operatives wherever necessary and steps were taken to see that the orders issued in this respect were complied with. Wearing of tight clothing by oilers, drivers, etc., was enforced and orders issued whenever irregularities were noticed.

Hours of Employment and Weekly Rest. - The rest interval of one hour prescribed by section 21(1)(a)(i) of the Act was observed in 1,321 factories. Only two printing presses in Madras have availed themselves of the proviso to section 21, requisite sanction of Government having been obtained to adopt the half hour's interval mentioned in the proviso. Exemption to the majority of the operatives from section 21 of the Act has been availed of by 69 factories on condition that sufficient time, though not a fixed period is allowed for meals. Returns were not received from 67 factories.

Sundays are generally observed as holidays in most of the factories. Substituted holidays in lieu of these were however given in 781 factories when Sunday work was done some time or other during the year. Exemption from section 22 has been availed of by 105 factories subject to the essential stipulation that no person shall be allowed to work for more than fourteen days without a holiday for the whole day.

The number of factories in which the normal weekly hours were not above 48 was 286 for men and 284 for women; above 48 and not above 54, 238 for men and 174 for women, above 54 was 879 for men and 722 for women. The 30-hour week for children is observed in 41, and more than 30, in 168 factories respectively.

Accidents. - 1,948 accidents occurred in factories during the year, as against 2,164 in the previous year. Of these, 14 were fatal, 400 serious and 1,534 minor, as against 19 fatal, 436 serious and 1,709 minor respectively during 1930.

Prosecutions. - Occupiers and managers of 72 factories involving 89 persons were prosecuted during the year. In one case the occupier and manager of a factory were prosecuted and convicted twice during the year. In two cases one of the two accused was acquitted and in another the accused transferred their liability to a clerk who was convicted and one case was pending trial at the close of the year under review. Convictions were obtained in 413 counts,

the fines levied ranging from Rs. 9 to Rs. 330. The report remarks that in many cases the fines imposed by trying Magistrates are not sufficiently high to have a deterrent effect.

The Commissioner of Labour, Madras, in forwarding the report to the Government of Madras makes the following remarks:-

There has been a decrease in the total number of factories which stood at 1,636 at the end of the year 1931 as compared with 1,661 at the end of the year 1930. The average daily number of operatives and the number of women employed in the registered factories have also decreased. The Chief Inspector of Factories attributes the decrease to the smaller number as well as the irregular working of the factories in commission and also to the reduction of establishment in working factories. The number of children employed in the registered factories has slightly increased. The health of the operatives continued to be good and the facts mentioned in the Chief Inspector's report indicate an increasing desire on the part of factory owners to promote the welfare of their employees by providing housing, educational and other facilities. The number of industrial disputes culminating in strikes that occurred during the year is nine and some of them were of long duration. The number of prosecutions of factory owners for breach of the provisions of the Indian Factories Act and the rules thereunder has decreased from 84 factories and 103 persons in 1930 to 72 factories and 89 persons in 1931. The total number of accidents as well as the number of accidents due to machinery moved by mechanical power and those caused by flying splinters and falling weights has decreased, by about 10 per cent when compared with the figures of the previous year, the proportionate decrease in the number of factories in commission being about 1.5 per cent. The Government desired that action should be taken to minimize the number of accidents caused by falling weights and flying splinters and that the attention of the Railway authorities should be drawn to the heavy increase in the number of accidents occurring in their workshops. On an examination of the question, it was found that accidents due to flying splinters and falling weights usually occur in Railway workshops. The Railway authorities were therefore addressed in the matter and as a result, it is understood that workshop committees have been formed by them for the purpose of investigating the causes of accidents occurring in them and devising measures for preventing their recurrence. It is too early to gauge the influence which this safety propaganda has had on the number of accidents occurring in them.

(The Report on Factory Administration in Madras during 1929 is reviewed at pages 23-26 of our August 1930 report and that for 1930 at pages 24-27 of the August 1931 report).

HEK.

Factory Administration in Bihar & Orissa, 1931.*

The following information regarding factory administration in Bihar and Orissa during 1931 is taken from the Annual Report on the working of the Indian Factories Act during 1931 in that province, submitted by ~~the~~ Chief Inspector of Factories, Bihar & Orissa.

Number of Factories, Operatives & Inspections. - The number of factories on the register ~~at~~ at the beginning of 1931 was 301. 22 new factories were added and 5 factories removed from the register during 1931, leaving a total of 318 registered factories at the end of the year. Of this number, 38 did not work, but were retained on the register as there appeared to be reasonable prospect that they ~~do~~ ^{would} do so later. Of the 280 working factories, 241 ~~were~~ ^{are} perennial and 39 ~~are~~ seasonal. The number of persons employed during the year was 2,356 less than in 1930, being 63,959 men, women and children. The decrease of about 4 per cent in the number of persons employed is, it is stated, probably not a true indication of the extent to which the prevalent trade depression has reduced factory outturn. The number is the maximum of persons employed on any one day of the year and so takes no account of either short time or of the months in which there may have been a considerably less number of persons than the maximum. During the year under report, no factory of any kind remained uninspected. Further, the number of inspections rose to 490, as against the previous highest figure of 387, an increase of 26 per cent in the number of visits paid.

Sanitation and Health of the Workers. - Sanitation and water-supply remained fairly satisfactory and without notable change from the condition in 1930. There were no serious violations of the rules. The health of employees continued to be normal. No epidemic and no industrial disease has been observed.

Wages. - The rates of wages paid show very little change, and that only in a few cases, from those for 1930. There had evidently been no movement, during the year under report, to transfer the burden of trade depression to the workman by reducing his rate of wage.

Women & Children. - The reduction in the number of women and children, which was observed in the previous two years, continued in 1931. The number of women fell from 6,439 to 5,369 or about 16 per cent and the number of children from 807 to 558, or about 30 per cent. A few cases of illegal employment of children were detected. One Manager was prosecuted and the others warned.

* Annual Report on the working of the Indian Factories Act in the province of Bihar and Orissa, 1931. By the Chief Inspector of Factories, Bihar and Orissa. Superintendent, Government Printing, Bihar and Orissa, Patna, 1932. Price Re.1-4-0 pp.31.

Fencing & Protection. - According to the report, the standard of fencing continues to improve. The report states that the present condition of factory fencing in general may be expressed by saying that managers' greatest shortcoming in this respect now is that they still expect to get an order from an inspector before they fence new machines, whereas the position cannot be considered really satisfactory until managers in general have imbibed the idea of making their machinery safe on their own initiative and as part of a manager's functions.

Accidents. - The total number of accidents during the year was 2,007 as against 2,281 in 1930. Of these, 1,985 occurred in perennial factories and 22 in seasonal factories. The remarkable feature of the year was the low number of fatal accidents, 13 as against 30 in 1930. The previous lowest figure was 17 in 1922 and 1923. The highest previous figure was 54 in 1926. There were 374 serious accidents and 1,620 minor accidents during 1931 as against 459 and 1,786 respectively in 1930.

Prosecutions. - During the year 43 charges were preferred and 42 convictions obtained against 28 persons. The corresponding figures in 1929 and 1930 were, 3 and 17 convictions against 2 and 9 persons. The increase in the inspection staff during the year under review with the attendant increase in inspections was responsible for the increase in prosecutions.

(The working of the Indian Factories Act in the Province for 1929 was reviewed at pages 14-15 of our October 1930 report and that for 1930 at pages 13-14 of our November 1931 report).

Retrenchment in Ceylon Railways.

The following information regarding retrenchment in the Ceylon Government Railway is taken from the Press Report of the All India Railwaymen's Federation, dated 30-6-32 (No.12):

The Ceylon Government Railway employs 20,535 workers. On account of the reduction in railway earnings, a temporary wage-cut with effect from 1st February 1932 on the following basis has been enforced:

- (a) Public servants in receipt of Rs. 4,800 per annum and over, 10 per cent.
- (b) Public servants in receipt of less than Rs. 4,800 per annum but not less than Rs. 900 per annum, $7\frac{1}{2}$ per cent.
- (c) Public servants in receipt of less than Rs. 900 per annum but not less than Rs. 450 per annum, 5 per cent.
- (d) Public servants in receipt of less than Rs. 450 per annum, $2\frac{1}{2}$ per cent.

Note. - The reduced salary of an officer in a lower category is not to exceed the reduced salary of an officer in the next higher category.

The following are the figures of staff, paid on daily or hourly basis, discharged under retrenchment since 1930:-

From	1-1-30	to	31-12-30	=	2,024
"	1-1-31	to	31-7-31	=	428
"	1-8-31	to	31-10-31	=	938

The principle followed in this connection is to discontinue the shortest service men. In certain Railway Workshops, working time has been reduced to 3 and 4 days per week, as an alternative to compulsory discharge.

Compulsory Labour:

Mysore Legislation to Meet Irrigation Emergencies.

H.H. the Maharaja of Mysore has given his assent on 11-7-1932 to a legislative measure (Mysore Irrigation Regulation, No.1 of 1932) designed for the proper regulation and control of forced labour in periods of emergencies so as to maintain a normal supply of water for State irrigation purposes (A copy of this ^{Regulation} ~~Act~~ has been forwarded to Geneva with this Office's minute D.1/2323/32 dated 1-9-32). The main features of the new legislation are summarised below:-

Whenever it appears to an Irrigation Officer that unless some work or repair is immediately executed, an irrigation work would sustain serious damage as to cause sudden and extensive public injury, or that unless some clearance of an irrigation work which is necessary in order to maintain the established course of irrigation or drainage is immediately executed serious public loss would occur, and that the labourers necessary for the proper execution of such work, repair, or clearance, cannot be obtained in the ordinary manner to prevent such injury or loss, it shall be lawful for such an officer to require the patel (village headman) or patels of the village or villages in the vicinity to call upon all or any of the able-bodied male persons who reside or hold land in or near the locality to assist in the execution of the same by their labour as he may direct.

All persons labouring or detained for the purpose of labouring by day, in compliance with the above, shall, as soon as may be reasonably practicable, and in any case within fifteen days from the date of such impressment, be paid by the Irrigation Officer or the Amildar (Revenue officer) of the place for their labour and detention at 25 per cent in excess of the rates for the time being prevailing in the neighbourhood. If the persons are required to work, or are detained at night, they shall be paid at double such rates.

The rates of wages fixed by the Mysore Government may be compared with those provided in Articles 13 & 14 of the Forced Labour Convention in the following two respects:-

(1) Whereas the Convention provides for the payment of wages at rates not less than those prevailing for similar kinds of work either in the district in which the labour is employed or in the districts from which the labour is recruited, whichever is the higher, the Mysore Government provides for payment of wages at 25 per cent in excess of those prevailing for the time being in the neighbourhood.

(2) Whereas the Convention provides for the payment of wages for hours worked in excess of the normal working hours at the rates prevailing in the case of overtime for voluntary labour, the Mysore Government provides for payment of wages for night work at rates double of those paid for work during day time.

Wages in Jute Mills: Efforts for Standardisation.

The Whitley Commission Report has, referring to the need for standardisation of wages in Indian industries, commented on the striking disparities in wages operating in an industry situated in the same locality in this country. The differing wage standards in the cotton industry have already received a fair amount of attention; the Bombay Industrial Disputes Committee in 1922 and the Textile Tariff Board in 1927 had considered the question and recommended to the Millowners' Association of Bombay a system of

standardised wages for the same classes of work as between mill and mill. The jute industry, on account of the comparative freedom from strikes that it has enjoyed, has not had occasion to seriously take up the question of standardisation of wages till the Whitley Commission began its investigations. The Bengal Government, in its evidence before the Commission, drew pointed attention to the inchoate conditions regarding wages prevailing in the jute industry. The Kankinarrah Labour Union, Calcutta, also urged before the Commission the insistent need for standardisation of wages. The Whitley Commission, after full investigation has, therefore, recommended "that the jute industry, which has all the advantages of high degree of organisation on the employers' side, should take early steps to investigate the possibility of standardisation of wage rates, both for time and piece-workers, associating with it representatives of bona fide trade unions".

The Indian Jute Mills Association appointed a sub-committee early in 1931 for the purpose of examining the question of jute mill wages. The Sub-Committee, who met on a number of occasions throughout the year, confined their attention for the most part to two aspects of the question before them, namely (a) the possibility of securing an arrangement between the mills situated in the same districts, which would have the effect of standardising the wages paid to the various grades of workers; and (b) the feasibility of adopting a common Association form of agreement for European jute mill employees, the idea being to standardise the whole scheme of salaries, bonuses, commission and other perquisites paid to such employees. This latter proposal, however, did not commend itself to the generality of the mills, and it has, accordingly, been abandoned by the Sub-Committee.

INDUSTRIAL ORGANISATIONEmployers' Organisations.39th U.P.A.S.I. Conference, Bangalore, 1932.

The 39th annual general meeting of the United Planters' Association of Southern India was held on 16 & 17-8-32 at the Mayo Hall, Bangalore. Mr. C.R.T. Congreve, President, was in the chair. There was a large gathering of planters and distinguished visitors present, which included Lt. Col. R.J.C. Burke, Hon. Resident in Mysore and Chief Commissioner for Coorg, Mr. G.H. Cooke, M.C., I.C.S., Collector and District Magistrate, Bangalore, and Dr. H.E. Watson, Officiating Director, Indian Institute of Science.

Mr. C.R.T. Congreve, the president, in his opening address dealt briefly with the depressed economic conditions prevailing in the principal plantation industries—tea, coffee and rubber, stressed the need for the acceptance of a policy of imperial preference, and referred at length to matters of interest ~~of~~ to planters, such as the work of the tea cess committee, the ban on raw coffee imports, the Motor Vehicles Act, the political situation, and the Whitley Report and estate labour. The following are extracts from the more important portions of Mr. Congreve's speech:

Economic Conditions: Need for Imperial Preference. - The whole world position is as bad ~~is~~ as it can well be. Until some mutual arrangements are made for the cancellation of War debts, we cannot expect to see any marked advance in the prices of tea or rubber.

The Coffee Industry. - A small ray of hope appeared when the British Government imposed a preferential duty on Empire tea and whilst for the moment this has not improved matters, visibly at any rate, it is to be hoped that when the stocks of tea, which were rushed to the London market to forestall the duty, are absorbed, a more healthy outlook may result. The Ottawa Conference is now sitting, and if some form of Empire preference can be agreed upon, it seems possible we may see tea and rubber selling at a price, which will at least be above the cost of production. It must be remembered, however, that no preference or subsidy can save an industry permanently and that it can at best only be a temporary help. The total prohibi-

-tion

of the import of raw coffee into this country has had a distinctly useful effect on local prices and at the present time the Indian market for coffee seems to be in a more healthy condition.

Rubber Industry. - There appears to be nothing good to say about the present position of the rubber market, present prices making it impossible for even the most carefully run estate to meet expenditure. Tapping operations on most rubber estates in South India have now been stopped and estates are, for the most part, on a purely maintenance basis; unless some improvement in the price of this commodity takes place in the very near future, it seems certain that the industry in South India must be doomed, and the very large capital invested in it lost.

Whitley Commission and Estate Labour. - As a result of the Whitley Commission Report, the Government of India are considering various bills for the betterment of labour-conditions in this country, but why estate labour should be specially picked out for this purpose it is difficult to understand. It is proposed to extend the provisions of the Workmen's Compensation Act to estate labour, but, apparently, though estate labour must form an almost infinitesimal percentage of the labour employed on agriculture in this country, no other agricultural labour is to be at present anyhow brought under the bill. I believe I am correct in stating that it is recognised that labour on estates is as well as or better than other agricultural labour in India. Every sort of benefit is provided free, by the majority of the estates, such as excellent housing, maternity benefits, medical attention by competent medical officers, welfare work and free food for the children and sick, etc. If, however, the Government are going to insist on the Workmen's Compensation Act being extended to ordinary estate labour, with probably other ordinances to follow, it appears to me probable that employers may find themselves unable, for financial reasons, to continue to expend the very large sums of money voluntarily that they have spent during the past several years for the benefit of their labour forces.

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

1. Reorganisation of the U.P.A.S.I. - Mr. N.M. Creig's resolution on the subject urged that the whole question of the reorganisation of the U.P.A.S.I. should be referred to a committee and that the committee should consider the question, as early as possible, on lines acceptable to all and report to District Associations, owners, companies and firms interested in Planting in South India, and that, as soon as was reasonably possible, when time had been given for the proper consideration of their proposal, an extraordinary general meeting should be called to investigate and, if thought fit, to pass the necessary resolutions for the reorganisation and alteration of any of the Articles of Association and rules of the U.P.A.S.I. (Carried).

2. Labour Suppliers. - That a new rule be added to the

U.P.A.S.I. Labour rules: "Every estate, on ceasing to employ a registered labour supplier, shall notify the fact to the Labour Department immediately, together with details regarding the suppliers' capabilities and character, his further indebtedness to the estate, if any, and full reasons for the termination of his employment. Any member acting in contravention of this rule shall pay a penalty not exceeding Rs.50".(Carried)

3. Plantation Factories to be Classed as 'Seasonal'. - Mr. R.N.W.Jodrell moved that in view of the proposed amendment to the Factories Act, to the effect that factories should ordinarily be termed 'perennial' factories, if they worked for more than 180 days in a year, the Association was strongly of the opinion that factories in South India manufacturing tea, coffee and rubber should be continued to be classed as "seasonal" and that the local Government should be informed accordingly. (Carried).

4. Workmen's Compensation Act. - Mr. L. Newcombe moved: That this Association strongly protests against the application of the Workmen's Compensation Act to labour employed on Plantations, unless and until it is also applied to all labour employed by Government departments, such as Forest, Public Works, etc., and to all agricultural labour employed by landholders in India.

In moving the resolution, Mr. Newcombe said that the subject was an important one, in view of the fact that the proposed measure was only the first of a series of acts with which they were threatened. He deprecated the opinion expressed by the Indian Tea Association from London that in view of the rarity of accidents, there was no objection to the proposed amendment and said that the Planters' Association had not been consulted in the matter. The Coorg and Mysore Associations viewed their action with great reprobation. The proposed amendment had on the face of it ignorance of and prejudice against the planting industry. Till now there was a certain amount of equity provided for in such measures. But in the present instance there was not a single reciprocal item in it, to protect the employer from fraud, etc. He would say in passing that at the present time the labourers in South India were the freest of labourers in the world. There was a certain amount of uneasy feeling in Coorg that this question had already been somewhat prejudiced. He felt that the proposed legislation would only serve to increase litigation and promote mistrust between employers and employees. In the depressed State of Industry, such legislation would only go to benefit a few to the detriment of a great many. In England, time was now being devoted to correct the mistakes made in such socialistic legislation in the past. If the authors of the legislation were honest and sincere in their desire to promote the interests of all agriculturists, why should they single out the Plantations alone? The speaker said that Mysore had set a noble and sane example in the matter of legislation on such matters.

Mr. F.E.James said that the proposed legislation ^{was not} did not seek ^{to} extend ^{to} merely ^{to} plantation labour, but that it ^{was} sought ^{to} be extended to other forms of labour as well. The result of the legislation

would be that 2 million people more would come under the protection of the Women's Compensation Benefit Act and nearly 1 million would be included in labour on estates.

The resolution was carried.

5. Coffee Propaganda. - "The U.P.A.S.I. do get in touch with the Coffee Growers' Association and all local Governments interested in the production of coffee with a view to preparing and forwarding a memorandum to the Government of India requesting them to form and control a coffee cess for the purpose of advertising Indian Empire Coffee in India and abroad". The mover said that the cess should amount to a sum of 3 annas per cwt., which, on an average annual production of 12,000 tons, would give to the coffee cess funds, Rs. 45,000, excluding cost of collection by Government, which, in the case of the Indian Tea Cess Committee, amounted to 1 pie in the rupee. This sum should be equally divided for advertising in Europe through the Empire Marketing Board and in India through the organisation afforded by the Coffee Growers' Association."

The resolution was carried.

6. Import Duty on Machinery. - The resolution on this subject urged that the Association should continue to press for the abolition of import duty on certain types of machinery connected with the manufacture of tea and coffee which were two of India's most important agricultural industries. (Carried).

7. Reduction of Assessment on Rubber Estates. - The planting member in the Cochin Legislative Council had sent a wire to the Conference to the effect that the reduction of assessment on rubber estates sanctioned by the Cochin Government in view of the depressed conditions prevailing in the industry would be continued in force in 1933 also. The Conference resolved that Mr. F.E. James should take steps to see that similar sympathetic action should be taken in British India also.

The Conference elected Mr. R. Fouke (Nilgiri-Wynaad) as president of the U.P.A.S.I. for 1933.

(The proceedings of the 38th annual general meeting of the U.P.A.S.I. are summarised at pages 49 to 52 of the report of this Office for August 1931).

Workers' Organisation

49

A.I.T.U. Congress; To Meet at Madras from ¹⁰ ~~3~~ to ¹² ~~5~~-9-32.

It is understood that the next session of the All India Trade Union Congress will be held at Madras on 3rd, 4th and 5th September 1932. The reception Committee of the A.I.T.U. Congress met at Madras on 10-8-32 and adopted the following programme for the conducting of the Conference. The minimum fee for membership ~~for men~~ in the Reception Committee shall be Rs.5 and for delegates Rs.2 only. Visitors for the whole of the Session shall be admitted at the following rates:- Bona fide members of Trade Unions at one anna each; others at annas two each, and for reserved seats Rs.5 only; and (2) that the flag to be hoisted should be red with a central design of sickle and hammer in white. The following resolution was passed unanimously:-

"In view of the fact that the All India Trade Union Congress is going to hold its session in Madras during the 3rd, 4th and the 5th of September 1932, and will deal with the present situation in the Indian Railways as one of the outstanding questions, this Committee requests the All India Railwaymen's Federation to postpone the proposed strike till after the Congress session."

It was further resolved to request both the All India Railwaymen's Federation and the Railway Board of the Government of India to place their respective cases before the forthcoming session of the All India Trade Union Congress, as well as to send all their available literature to enable the A.I.T.U. Congress to consider the question in all its bearings and give the workers the right lead.

*According to information received in
His Office on 3-9-32, the ~~sess~~ dates for
the session of the A. I. T. U. Congress have
been postponed to 10, 11 & 12 - September.*

Economic Conditions.Additional Protection for Indian Cotton Industry:Tariff Board's Recommendations.*

At pages 49 to 51 of the Report of this Office for July 1932 reference was made to the textile crisis precipitated by Japanese 'dumping' of piecegoods in India and to the decision of the Government of India to refer the question, whether the imposition of additional duties under Section 3(5) of the Indian Tariff Act is required and what further action should be taken to protect Indian interests, to the Tariff Board. (for terms of reference of the Inquiry vide page 50 of our July 1932 Report). The Indian Tariff Board Report regarding the grant of additional protection to the cotton textile industry has recently been released for publication.

Principal Findings. - Below are summarised the principal findings of the Report.

Higher Efficiency of Japanese Mills. - The report maintains that improved methods of manufacture and reduction in costs are somewhat responsible for the fall in prices, but this being a question which cannot be dealt with except in a detailed inquiry, it has been considered expedient to restrict the inquiry to the fall in prices resulting from the exchange depreciation and its effects on Indian piecegoods.

The Yen-Rupee Exchange. - The currency of Japan is then dealt with and it is held that has depreciated owing to the worldwide economic depression. Its effects on Japanese industries both at home and abroad and the suspension of the gold standard by Great Britain are also discussed. Japan's dumping, the report finds, has the most insidious effect on the Indian textile industry. The Tariff Board, in considering the extent to which the fall in prices due to the exchange depreciation is likely to render ineffective the protection intended for the industry and the additional assistance which it requires, says that the effect of a continued depreciation of the exchange will be felt by the cotton textile industry in every part of India, although its results are probably more manifest in Bombay.

* Report of the Indian Tariff Board regarding the grant of additional protection to the Cotton Textile Industry - Calcutta: Government of India Central Publication Branch 1932 - Price As.5 or 6d. - pp.16.

When the Cotton Textile Industry (Protection) Bill, 1930, was under consideration in the Legislative Assembly, it was stated by the Commerce Member that the bill had a limited objective which referred especially "to the condition of things which exists in the cotton mill industry in Bombay Island".

Losses of Bombay Mills - 1929-1931. - Dealing with this aspect, the Report states: "We would, therefore, refer, in reply to the question whether the recent fall in the prices will render protection ineffective, to the unsatisfactory financial position of the Bombay industry as a whole during 1930 and 1931 when prices were considerably higher than they are now. In 1929 the total loss on the year's working in the 76 mills included in consolidated balance sheet prepared by the Millowners' Association was Rs. 22.9 million, making allowance for depreciation at income-tax rates.

In 1930 the nett loss, on the same basis, for 71 mills was Rs. 23.7 million. The provisional figures supplied to us for 41 mills for 1931 show a nett loss of Rs. 5.3 million. The position in 1931 appears to show a marked improvement over the previous year, although the earnings were ~~xxx~~ still insufficient to cover depreciation."

Further Protection Essential. - "It is evident that if the fall in the import prices, occasioned by the Exchange depreciation, is allowed to continue, there will be a serious set-back from such improvement as is shown by the figures of 1931. An indication of this is supplied by the fact that the number of spindles idle in Bombay at the end of June showed an increase of 15 per cent as compared with February last and that while the number of spindles working double shift was 17 per cent and looms 20 per cent of the total in February, the corresponding figures for June were 7.8 per cent and 8.6 per cent, respectively. In recording our finding on this question, we desire to draw attention to the following observation by the Commerce Member during the debate on the Protection Bill of 1930. "The immediate object (of the Bill) was the preservation of the industry or an important section of it and not its ultimate development. The latter point is reserved for consideration during the Tariff Board's inquiry, which, if the provisions of this bill are accepted by the House, would be held in the year 1932-33". Our present finding is strictly confined to the object of protection as envisaged in the Act of 1930 and must not be regarded as ~~xxx~~ involving any conclusions on our part regarding the general question of protection for the Indian textile industry, which is now under inquiry."

Method of Protection: Enhanced Customs Duty not Desirable. - Dealing with the method of protection to be adopted, the Report observes: "Before stating our proposals regarding the additional duties, we desire to point out that an alteration of the rates of customs duties does not appear to us to be the most suitable form in which assistance may be given to the industry against a temporary and variable handicap, involved in the depreciated exchange. The general dislocation of the market entailed by a change in the rate of duty should, we think, be avoided unless it is clear that no other remedy is possible. Its consequences will be disproportionate to

the duration of the evil and it is too inelastic to be adopted to the frequent variation to which exchange rates are liable.

In the present case, since the question of granting a substantive protection to the Indian industry is already under investigation and a reconsideration of the existing duties must, in any case, be undertaken before the end of the financial year, it appears to be particularly desirable that the additional assistance required should be provided, if possible, by other means than an alteration of the tariff rates."

Formula for Computation of Tariff Values. - " We suggest that the tariff values of the piecegoods imported from Japan should, for Customs purposes, be estimated from time to time at current landed cost multiplied by the figures shown in the following table. We have provided in this table only for two rates of valuation since frequent variations would be clearly undesirable. These rates are approximately averages of the figures corresponding to the different ratios of exchange:-

When the exchange is not above 115	1 ⁵ / ₈
When the exchange is above 115 but not above 125	1 ³ / ₈
When the exchange is above 125	1

It is necessary to provide that once a particular figure is adopted for estimating the value it should not be altered for a period of at least three months and no new figure should be adopted unless the corresponding ratio of exchange has been in force for at least four weeks. The rates of exchange should be taken at the bank's selling rates."

Alternative Proposal to Raise ad valorem Duty. - " If this scheme is not accepted, we propose that the necessary additional assistance should be provided by raising the ad valorem duty on cotton piecegoods from 31 ¹/₄ per cent to 50 per cent. The increased rate of duty should be in force till March 31, 1933. There is no logical reason for increasing the duties on the imports from countries whose currency has actually risen in value as compared with the rupee, but we regard the phenomenal increase in the imports from Japan as such a serious menace to the Indian industry that an increase in the duties on Japanese goods is imperative and consequently, if the most favoured nation clause in the Trade Convention with Japan is held to bar any proposal to increase the duties on Japanese goods alone, we have no hesitation in recommending that the increase of duty be applied to all goods not of British manufacture. We consider that this proposal will not involve any very serious addition to the consumer's burden, for the quantity of goods imported from countries other than the United Kingdom or Japan has, in the last three years, never reached 5 per cent of the total imports while the value of the goods imported from these countries in the last three years has varied between 7.3 and 6.8 per cent of the total value of the imported piecegoods.

Government of India's Decisions.

The Government of India, after carefully considering the Tariff

Board's Report, have on 30-8-32 rejected the suggestion of the Board that Customs duties should not be enhanced and decided to accept the Tariff Board's alternative recommendation that the ad valorem duty on cotton piecegoods, not of British manufacture, should be raised from 20 to 50 per cent. The duty which will also apply to plain grey piecegoods will remain in force until March 31st, 1933. The present surcharge of $1\frac{1}{4}$ per cent has been cancelled and the net increase of duty will, therefore, be $18\frac{3}{4}$ per cent.

As the Indo-Japanese Commercial Convention of 1904 is a bar to any increase of the duty on Japanese goods alone, the Government of India have increased the ad valorem duty on all imports of cotton piecegoods other than those of British manufacture.

The Government of India emphasise that these temporary increases in no way prejudice the question whether the Indian textile industry is eligible for substantive protection — a question which the Tariff Board is now considering.

The Japanese Consul in Bombay has expressed the opinion that, though the enhanced Customs duties will hit Japan seriously, he does not anticipate a retaliatory boycott by Japan of Indian raw cotton.

¶

Cotton Production Costs:

Committee of Enquiry Appointed.

A Committee of Enquiry has been set up by the Imperial Council of Agricultural Research in conjunction with the Indian Central Cotton Committee to undertake an economic enquiry into the cost of production of crops in the principal cotton and sugarcane tracts in India.

The following is the personnel of the Committee:-

Chairman: Diwan Bahadur Sir T.Vijayaraghavacharya. Members: Vice-President, Indian Central Cotton Committee, Sir Purshotamdas Thakurdas, Rao Bahadur Bhimbhai Ranchodji Naik, Mr. J. Vonesch, Mr. Haridas Madhowdas, Mr. P.H.Rama Reddi, The Agricultural Expert, Imperial Council of Agricultural Research, Mr. T.F.Main, Director of Agriculture, Poona, Mr. R.G.Allan, Director of Agriculture, United Provinces, Mr. H.R.Stewart, Director of Agriculture, Punjab, Dr. L.K. Hyder, Member Public Service Commission, Prof. P.C.Mahalanobis, Calcutta, and Dewan Bahadur T. Raghaviah, Madras, and Sir Shapoorji B. Billimoria.

The first meeting of the Committee was held at Simla on 15-8-32.

Public Health.Leprosy Survey in Jute Mill Areas - 1929-1931*

At page 59 of the report of this Office for July 1932, reference was made to the leprosy survey in jute mills commenced in November 1929 under the auspices of the Calcutta School of Tropical Medicine and Hygiene and to the report on the above survey which has been referred to the 1932 Committee of the Indian Jute Mills Association. The following facts regarding the leprosy survey are taken from the report, a copy of which has been subsequently received in this Office. (A copy of the report was sent to Geneva with this Office's minute D.1/2129/32, dated 11-8-1932).

History of Indian Jute Industry.- The first jute mill in Calcutta was established in 1854. At present there are 84 jute mills managed by 59 companies belonging to the Indian Jute Mills Association. The total number of looms are about 50,000 and the number of spindles about 1,050,000. During the great war the Indian jute mills played a very important part in helping the Empire in the great conflict by supplying enormous quantities of sandbags and cloths. The Indian jute mills provide the major part of the jute packing for distributing the world's necessities. The Indian jute mills have also been hard hit by world-wide trade depression. The mills are now working only 40 hours per week. In 1917-18 there were over 262,000 labourers working in the mills. At the time of the Leprosy Survey, the 84 mills which were surveyed had in their employment 304,703 operatives.

*Indian Jute Mills Association. Report on Leprosy Survey of the Jute Mill Areas carried out by the School of Tropical Medicine and Hygiene, Calcutta, 1929-1931. By B.N. Ghosh, M.B., Leprosy Propaganda Officer, Bengal Branch, British Empire Leprosy Relier Association. Calcutta: Printed at the Criterion Printing Works, 8, Jackson Lane, 1932. *MP 24.*

History of Leprosy Survey.- In 1929, some cases of leprosy were found among the workers of the jute mill areas. It was from the pages of the outpatient treatment register of the Leprosy Research Laboratory that the authorities, for the first time, came to know of the prevalence of leprosy in mill areas. An experimental survey was made in 1929 in three mills, which revealed more than 1 per cent. of cases of leprosy. This gave the authorities the impetus to make immediately a complete survey of all the mills on both sides of the river Hooghly, for which a survey party, consisting of two doctors, Dr.N.R. Sen and Dr. D.N.Bose, was employed for a period of two years, under the auspices of the Endowment Fund of the Calcutta School of Tropical Medicine.

Number of Mills inspected.- The survey party commenced its work in November 1929. The list of the mills to be inspected obtained by the surveyors at the outset of the enquiry consisted only of 60 mills managed by 59 companies. But actually, they had to inspect 84 mills, as there were as many as four mills conducted by one company. The party, therefore, needed a month more than the sanctioned period to complete its work. The method adopted for the survey was simple and at the same time successful. Each jute mill consists of several departments such as — batching, preparing, spinning, etc. Before the survey was commenced, the managers of each mill issued a notice to each departmental overseer informing him of the leprosy survey and that every facility must be given to the surveyors at the time of the examination. The doctors also took particular care that all the mill hands presented themselves for the inspection. When one department was finished, workers suspected of infection were taken to the mill dispensary for a second and more thorough examination and for

definite diagnosis. Thus, a list of positive cases with their names, departmental numbers, previous history of illness, family history and the duration of the present disease, etc. was recorded. In areas of high incidence, the surveyors also examined the homes of the mill hands where they found labourers who had been discharged from the mills on account of leprosy symptoms still staying with the other workers. Cases of workers dismissed from one mill on account of leprosy getting employed in other mills were not rare.

Results of the Survey Analysed.- The following analysis gives in brief the results obtained and other relevant information connected with the survey:-

(a) Time sanctioned for survey - 25 months; (b) Total number of mill surveyed - 84; (c) Number of mills affected - 84; (d) Total number of workers in mills - 304,703; (e) Total number of workers examined - 299,443; (f) Number of lepers detected - 2,967; (g) Number of leprosy cases per 100,000 - 990, i.e., .99%; (h) Average time expended for survey in each mill - 1 week; (i) Number of treatment-centres started - 30. The report states that it is important to distinguish between what are regarded as infectious cases and non-infectious cases. In the former, leprosy bacilli are found in greater or less numbers; while in the latter bacteriological examination does not show bacilli, but the disease is diagnosed ^{noted} from clinical signs. Attention is also drawn to the fact that the highest incidence of leprosy was found to be in those mills which are surrounded by the thickest population and in areas where there was an aggregation of mills. Samplex surveys in the areas surrounding the mills were conducted in certain selected cases to investigate the sources and spread of infection among mill workers and it was found that infection is being carried on more by the lepers of municipal areas than by the ~~lepers of jute mill areas.~~

lepers of jute mill areas. The report classified the 2,967 detected cases of leprosy as follows:- Non-~~Imm~~ Infectious (Bacteriologically negative) - 2,488, and Infectious (Bacteriologically Positive) - 479.

Causes of Leprosy in Jute Mills.- The report gives the following reasons for the incidence of leprosy in the mills:-

(a) The ignorance of the illiterate workers about the nature of the disease and, therefore, free, close, continuous contact with highly infectious cases; (b) The unhygienic and unwholesome diet of the people. Often one worker has, due to the joint family system, to support from his slender income a large number of people. (c) Syphilis, Gonorrhoea, and dysentery are common occurrences among the jute mill workers. These ~~systemic~~ disturbances combined with the other three factors are constantly bringing about a deteriorating and devitalising effect on their general health, and thereby making their bodies a fertile soil for the growth of leprosy. (d) Their insanitary habits and mode of living. (e) Certain other irritable and intractable skin affections such as jute dermatitis, syphilitic psoriasis, tinea, etc. are also perhaps acting as helping agents for the spread of leprosy, as leprosy bacilli get their entrance into the system of healthy persons generally through broken and abraded skin.

Curative and Preventive Measures.- The report states that the high incidence of leprosy in mill areas calls for vigorous curative and preventive measures. Dismissal of labourers suffering from the disease, according to the report, furnishes no proper remedy as such dismissed labourers are likely to find employment in other mills and, even if they do not secure employment, they will be a source of infection by remaining in the homes of relatives in jute mill areas. The report suggests the following steps:-

(1) The number of lepers in each mill is on the average one per cent. and in some mills the number is as high as 2 per cent. Therefore, treatment of such cases by the mill authorities, instead of their dismissal, is necessary. /

(The Survey Party, though pressed for time, have already started 30 leprosy clinics in 30 separate mills). Urging the starting of similar leprosy treatment clinics in all existing mill dispensaries, the report states: "The clinics should be conducted by the jute mill doctors. The mill doctors must be given a clear and distinct understanding from the mill authorities that hence-forward treatment of leprosy will be regarded as part of their existing duties and that they will not be allowed to neglect it. Separate registers should be kept

by the doctors for this treatment. As this will mean extra work for the mill doctors, the authorities may be asked to grant them extra remuneration. Lepers detected in each mill should be given strict notice by the managers that if they fail on any ground to attend treatment once a week, date and time being fixed by the doctors, they will be liable to be dismissed. If this threatening of compulsion is not made they will show slackness in attending treatment and may even discontinue it, and as a result the non-infectious lepers may pass on into the infectious stage and the disease, instead of being eradicated, will spread more. Highly infectious cases must not be allowed to work with healthy mill hands until and unless they are brought to the non-infectious stage and are declared bacteriologically negative by treatment. They must not be permitted to reside in healthy lines and should be confined in an isolated part of the mill compound. Instead of being dismissed they should be given at least half weekly wages provided they undergo treatment regularly. This grant of half wages will make them maintain their general health which is considered vitally important in the treatment of leprosy."

Public Health.

Conditions in Madras Slums:

Sanitary Welfare League's Report, 1931-32.

The following information regarding conditions in the slum areas of Madras is taken from the Annual Report for 1931-32 of the Sanitary Welfare League, Madras:

The Madras Sanitary Welfare League was formed in February 1931 with Sir P.S.Sivaswami Iyer as its president, with the object of improving the slums of the city. One of the first tasks to which the League addressed itself was that of making a detailed survey of sanitary conditions of the cheries of the city, with a view to drawing the attention of the public and the civic authorities to the many and insistent sanitary needs of these working class areas.

Accordingly, during the period under review, the League prepared a list of 180 cheries (working class dwelling areas) to be inspected, of which 109 have already been surveyed. The League has collected valuable and detailed information regarding the living and sanitary conditions of the inhabitants of the cheries. The cheries, in general, the report states, are undeveloped, highly unpleasant and unhealthy with as many as three families staying in one tenement and, in several cases, are not even supplied with irreducible minimum supply of water taps, light and latrines. As a result, the majority of the cheries, the report states, remain filthy and have become veritable breeding places for malarial mosquitoes. Some cheries are even subject to flood, so that the inhabitants are forced to vacate them during the monsoon period. The following detailed information regarding conditions in respect of numbers of families, taps, public latrines, dustbins, and lights in the cheries of

Korukkupet, one of the typical slum areas of the city, is taken from the report to give an idea of the actual conditions under which the majority of the working class population of the city are living at present.

In the Korukkupet area there are 26 cheries, of which 5 are owned by the Government and 21 belong to private owners. The number of families in each chery ranges from 30 in the small ones to as many as 1,000 in some of the bigger cheries. Of the smaller cheries, several are left completely unprovided with taps, public latrines, dustbins and lights. According to a tabulated statement appended to the report, the 26 cheries of Korukkupet, housing in all 4,145 separate families, have only 38 water taps, 11 latrines, 65 dustbins and 22 lights between them. The League, as a result of the survey conducted by it, suggests the following improvements as the irreducible minimum for the 26 cheries:- 78 taps, 25 public latrines, 175 dustbins and 75 lights.

According to the report, the most urgent task awaiting the League is the one of combating the ~~ign~~ ignorance and indifference of the general public with regard ^{to} the actual conditions in the cheries. The League is getting itself ready to launch a publicity campaign to bring to light the real state of affairs and create a public demand for the improvement of slums. The League has little to present ^{by} way of tangible results for its first year's work, but it has gathered valuable facts which will, it is hoped, lead to constructive work for the improvement of the conditions under which large sections of the working class population of Madras live.

Industrial Housing Scheme, Bombay, 1931-32*

The following information regarding the Industrial Housing Scheme, Bombay, is taken from the Annual Report on the Administration of the Industrial Housing Scheme, Bombay, for the year 1931-32. No additions

* Annual Report on the Administration of the Industrial Housing Scheme for the year 1931-32 - Bombay; Printed at the Government ~~Ext~~ Central Press - 1932. Price. Anna 1 or 1d. - pp. 7 + 2.

were made to the existing number of chawls and their number remained the same as in 1930-31, namely 207. The following table shows the number of chawls (tenements for industrial workers) in each locality of Bombay city, and the number of rooms and shops in each chawl.

Locality	Number of chawls.	Number of rooms.	Number of shops.
DeLisle Road ...	32	2,547	13
Naigaum ...	42	3,267	77
Worli ...	121	9,476	184 and 103
Sewri ...	12	918	42
	207	16,208	419

Chawls in Use. - The following table shows the figure of the occupied chawls at the beginning and end of the year under report.

Locality.	Chawls occupied at the end of March, 1931.	Rooms & shops occupied in March 1931.	Chawls occupied in March 1932.	Rooms & shops occupied in March 1932.
DeLisle Road ...	27	1802	28	1975
Naigaum ...	42	2712	42	2881
Worli ...	45	2411	48	2911
Sewri ...	12	875	12	813
Total	126	7,800	130	8,580

Thus, out of the 16,627 rooms and shops (16,208 rooms and 419 shops, vide table 1 above), only 8,580 rooms and shops were occupied in March 1932, as against 7,800 rooms and shops occupied in March 1931. These figures, the report states, though indicating that roughly about half the number of rooms provided remained unoccupied, register an improvement over the 1930-31 figures, in that 780 rooms more were occupied during the year.

Scale of Rents. - Single Room Tenements. - The scale of rents for single roomed tenements in the four areas remained unchanged throughout the year. They were: DeLisle Road Rs. 8, Naigaum Rs. 7,

Sewri Rs.7 and Worli Rs.5. Re.1 extra is charged for corner rooms.

Two and Three-Roomed Tenements. - The rent of two-roomed tenements ranged from Rs.17-8-0 (top floor) to Rs. 19-0-0 and that of three-roomed tenements remained at Rs.27-0-0 per month.

Rent Collections. - The amount assessed for the year was Rs.696,253 (as against Rs.651,447 in the previous year) and the recoveries, including arrears, during the year was Rs.698,251.

The total amount due from absconders was Rs.13,163 as contrasted with Rs.24,848-3-9 due in the previous year. The amount recovered was Rs.3,265-14-1. The net amount still to be recovered is therefore Rs.9,897-1-11 or 1.4 per cent of the total assessment of the year, viz., Rs.696,253. The result is very satisfactory.

Amounts Written Off. - The total amount written off was Rs.130,402-12-6 as against Rs.28,985-10-9 written off in the preceding year. This amount was a large accumulation of old arrears of rent of previous years which was found irrecoverable after the prolonged mill strike of 1928 and the ~~grate~~ riots of 1929 and was not written off before the last report was out. The total arrears of rent recoverable and irrecoverable on 31-3-1932 were Rs.31,560-12-9 as against Rs.162,072-5-9 on 31-3-1931. The establishment charges amounted to Rs.84,433-3-0 or 12 per cent of the assessment as against 13 per cent of the last year.

Vital Statistics and Sanitation. -

Locality.	Approximate population.	Deaths.	Death rate per 1000 approximately,
Naigaum	14,405	279	19.3
DeLisle Road	9,875	245	24.8
Worli	14,555	312	21.4
Sewri	4,065	53	13
Total	42,900	889	20

During the previous year, the specific death rate was 22.3. As the figures of the population of the Development Department Chawls, as found at the latest census, are not yet available, the average number of inhabitants per room has been taken as five for the purpose of calculating the specific death rate. There was no epidemic in any of the areas during the year. The sanitation of the Chawls at all the four centres was satisfactory.

Maternity and Welfare Work. - The Presidency Infant Welfare Society & the Baby Health Week Association are doing excellent work in Naigaum, DeLisle Road & Worli centres. During the year under report, another centre for ^a Maternity Home has been opened by the Infant Welfare Society at ~~DeLisle Road~~.

Coal Dust Committee's Report; Principal Recommendations.

The third and final report of the Committee appointed under the chairmanship of Mr. R. Simpson, Chief Inspector of Mines, to investigate the danger arising from coal dust in Indian Mines has been published. The terms of reference of the Committee were to inquire into the danger of explosions of coal dust in Indian coal mines, to make experiments on different kinds of coal dust with a view to determine their liability to explode or otherwise and to report what means, if any, are necessary or desirable to provide against the risk of coal dust explosions in Indian coal mines. The Committee point out that though their investigations have been less elaborate than those carried out in more important coal mining countries, such as Great Britain, France, Germany, U.S.A., they are satisfied that the information at their disposal ^{is} ~~was~~ sufficient for their purpose and that their recommendations provide reasonable and sufficient safeguards against the risk of explosion of coal dust in Indian coal mines. The following is the summary of their recommendations:-

Regulation of Explosive Charges. - That Regulation 107 be amended to read "the amount of every charge of explosive shall be proportioned to the work to be done and the charge shall be placed in a properly drilled and placed shot hole and shall have sufficient stemming. A sufficient supply of clay or other suitable stemming material shall be provided at places convenient to the shot fires."

Safety Lamps to be Used. - That Regulation 124 be amended as follows "in every mine, in which inflammable gas has been found during the previous twelve months, safety lamps shall be used as a precautionary measure in all galleries driven to a distance greater than the length of two pillars ahead of the last connecting gallery and in all narrow advance galleries and no narrow advance gallery shall be driven more than 10 feet ahead of the widened gallery. In every such gallery the ventilating current shall be conducted as near to the working face as is practicable."

Haulage Roads to be Free of Coal Dust Accumulations. - ~~The~~ two additional regulations be made applicable to all mines as follows:-

~~Agf~~

As far as practicable, main haulage roads shall be kept free from accumulations of fine coal dust and all coal tubs shall be so constructed and maintained as to prevent, as far as practicable, coal dust escaping through the sides, ends or the floor of the tubs.

Additional Regulations re. Explosives. - That additional regulations respecting the use of permitted explosives be made as follows:- Regulation 116 A.: In any place where the use of permitted explosive is enjoined by the regulations, the aggregate charge in any number of shots fired simultaneously in coal shall not exceed the permissible maximum charge of the kind of permitted explosive used. Regulation 116 C.: In any place where the use of permitted explosive is enjoined by the regulations, no shot shall be fired in coal which has not been undercut, overcut or sidecut and the length of the shot hole shall be at least 6 inches than the length of the cut.

Certificates of Ability for Shot Firers. - That shot firers in gassy mines be required to hold a certificate of ability to test for inflammable gas.

New Regulations for Abatement of Coal Dust Nuisance. - That to certain coal mines, a new regulation as follows be applied; All airways haulage and travelling roads and working places or parts of the same, which contain dry coal dust shall be treated in one of the following ways:

(a) They shall be treated with fine incombustible dust in such a manner and at such intervals as will ensure that the dust on the floor roof and sides throughout shall always consist of a mixture containing not more than 50 per cent. of the combustible matter.

(b) They shall be treated with water in such a manner and at such intervals as will ensure that dust on the floor roof and sides throughout shall be in such a wet condition that it cannot be raised in a cloud or

(c) They shall be treated in such a manner as the Chief Inspector of Mines may approve.

Note: The incombustible dust used for the purposes of this regulation shall be prepared from shale or other material containing no injurious free silica.

Scope of New Regulations. - That the Chief Inspector of Mines be empowered to apply the Regulation detailed in the preceding paragraph to any mine in which in his opinion the risk of an explosion of coal dust is such as to require the taking of precautions, additional to those enjoined in respect of all coal mines.

EDUCATION

66

Adult Education Facilities for Railway Employees:B.B.&C.I. Questionnaire.

The need for providing facilities for adult education by means of continuation classes and other means has recently been engaging the attention of several railway administrations, as also of Unions of railway employees in this country. In this connection, the Bombay Baroda & Central India Railway Administration has taken a forward step and circulated a questionnaire among all Class I Railways in India to elicit information regarding the provision of facilities made by them for their literate and illiterate staff to improve their education by way of continuation classes and other means. The questionnaire, which is reproduced below, gives an idea of the principal points on which information has to be collected before a satisfactory scheme of adult education for railway employees can be formulated.

Questionnaire.

1. What facilities have been provided to impart primary education to your illiterate staff and to improve the education of the literate?
2. What is the total number of employees attending educational classes, if any?
3. What is the total annual expenditure and how met?
4. How ^{are} educational classes, if any, are conducted?
5. What are the results obtained so far?
6. Are any scholarships given?
7. Are there any night schools conducted by private agencies which the staff can conveniently attend?
8. If no such schools ^{or} classes exist, is it possible for the Railway to appoint persons from amongst its staff to conduct such classes and pay them some remuneration from revenue?
9. What would be the approximate total annual expenditure if such classes are run by your railway?
10. Do you think it advantageous to inaugurate such classes?

The action taken by the B.B.& C.I. Railway authorities has stimulated interest in the subject on the part of the All India Railwaymen's Federation, which has invited information on the lines of the Questionnaire issued by the B.B.& C.I. Railway authorities, from all the Unions affiliated to it. It is understood that the A.I.R. Federation will take an early opportunity to discuss this question with the Railway Board.

The Compulsory Vernacular Education Bill, Burma, 1932.

The Government of Burma intends introducing a Bill (Bill No.9 of 1932) in the forthcoming session of the Burma Legislative Council to provide for compulsory vernacular education in certain specified areas in Burma. The statement of objects and reasons for introducing the Bill, which is given below, is taken from the Burma Gazette of 23-7-32(No.30. pages 109-112 of part III):-

There is a widespread desire for the extension of school education, and the present expenditure on Vernacular education is wasteful because so many children leave school prematurely. Compulsory education is the only radical cure for such wastage and would, it is believed, be welcomed in many parts of Burma.

The immediate introduction of universal compulsory education is impracticable for financial reasons. Even if this difficulty were absent, it would be prudent to proceed gradually in accordance with the growth of local public opinion. The present Bill makes it possible to proceed with comprehensive schemes affecting wide areas as soon as funds are available, and local opinion is favourable.

Meanwhile a beginning can now be made under this Bill, at any rate, in small areas where the existing accommodation, staff and equipment are sufficient without additional expenditure. It has been estimated that there are about 350 such areas in Burma (mostly single-school areas), where compulsory education could now be applied without extra expenditure.

The introduction of the Bill at a time of financial stringency

is justified, because the application of compulsion to a limited number of single school areas will cost little and will serve to educate public opinion and provide useful experience.

Monastic schools are recognised by a provision that children attending them will not be compelled to attend other schools. The Act provides the usual exemptions necessary to prevent hardship in special cases.

Compulsion will apply to children over six and under twelve, who have not completed a Primary School Course. No fees may be charged by Board Schools in compulsory areas, but it is proposed to leave Local Education Authorities to decide whether fees may be charged by aided schools in such areas.

Provision for attendance officers is intentionally omitted. The duties usually assigned to such officers are left to Local Education Authorities and School Attendance Committees, and to the influence of public opinion. Provision for attendance officers can easily be made later if the working of the present Bill proves that it is desirable to employ them. No provision is made for special taxation because it is considered that such provision can best be made by revision of the Rural Self-Government and Municipal Act.

The Bill also includes ^a provision by which any employer who interferes in any manner whatsoever with the attendance at school of any child in his employ, whose attendance is compulsory under the Act, is made liable on conviction to a fine.

Migration.

Indians in Malaya, 1931.*

The following information regarding the Indians in Malaya is taken from the Annual Report of the Agent of India in British Malaya for the year 1931.

Indian Population in Malaya. - During the year under report, the Indians in Malaya numbered 624,009 and formed 14.2 per cent of the total population of 4,385,346, the increase over the corresponding figures at the previous census being 152,343 or 32.3 per cent., and 1,027,292 or 30.6 per cent. respectively. About 70 per cent of the Indian Immigrants in Malaya might be considered as labourers, employed in rubber estates, tin mines, Government Departments such as Railways, Public Works Department, Harbour Boards, Municipalities, Sanitary and Rural Boards, etc., in firms and companies and by other private persons. The rest are engaged in trade, business and learned professions.

Recruitment of Labour. - The suspension of the recruitment of Indian labour ordered by the Indian Immigration Committee of Malaya in August 1930, owing to the slump in tin and rubber, continued throughout the year. 79 adults with 24 minors and 8 infants were, however, assisted to emigrate to Malaya in order to enable them to join their relations. In addition to these, non-recruited assisted emigrants, deck passengers who emigrated to Malaya paying their own passage numbered 17,927 adults, 1,209 minors and 445 infants, as compared with 23,922 ~~xxxxxxxxxx~~ adults, 1,852 minors and 569 infants in 1930. Of the deck passengers who reached Malaya in the year, 7,578 persons were petty traders and business men, and the remaining 12,003 persons (61 per cent) belonged to the labouring classes. Besides these arrivals, 1,042 deck passengers came over to Malaya by the Messageries Maritimes Lines during the year.

Repatriation and Departures. - According to the report, the very heavy exodus of Indian immigrant labourers and others which commenced in August 1930 continued unabated throughout the year 1931, owing to unemployment and to the unwillingness of labourers to work on reduced wages. In January 1931, however, the issue of a circular by the then Acting Controller of Labour, Malaya, to the effect that able-bodied labourers should thenceforth not be given free passages, put a brake on repatriation. This, according to the report, was partly due to the complaint of the planting community, who were alarmed at the repatriation of over 70,000 labourers within the last five months

* Annual Report of the Agent of the Government of India in British Malaya for the year 1931 - Calcutta: Government of India Central Publication Branch 1932 - pp.36 - Price Rs.2-8 or 4s.6d.

of 1930 and partly to the misguided action of some labourers who left their employment merely to seek repatriation. As this savoured of an attempt to keep the surplus labour force in Malaya against the wishes of the labourers, the Agent of the Government of India got the said circular withdrawn at the beginning of May 1931. This resulted in a heavy exodus from May 1931, and one or two extra steamers had to be run to Madras and Negapatam to relieve the congestion. The total number of repatriates during 1931 was 40,655 adults, 11,215 minors

Expenses of Repatriation. - Of the 40,655 adult labourers repatriated to India, 9,781 adults were, it is gathered from the Labour Department of Malaya, unfit for work, while the remaining 30,874 adults were victims of the slump. Repatriation of unskilled labourers was recommended in the case of about 80 persons who applied to the Agency. Repatriates were provided with free clothing wherever necessary, and given free passage by rail and steamer till they reached their destination in India. A small cash bonus was also paid in the case of sick and decrepit labourers. The cost of repatriation was borne in part or in whole by the Malayan Governments, the Indian Immigration Fund and employers of labour according to the circumstances of each case. Repatriation charges during 1931 amounted to \$ 1,278,145 as compared with \$ 1,519,549 during 1930. Deck passengers, including repatriates who returned to India during 1931, totalled 81,190 adults, 13,728 minors and 6,429 infants; as compared with 121,792 adults, 20,429 minors and 9,514 infants during 1930. Of the total departures during 1931, 40,535 adults with 2,513 minors and 2,180 infants paid their own (deck) passage, 14,028 persons being petty traders and business men and the remaining 31,200 (or 69 per cent) being persons belonging to the labouring classes.

Labour Force at the End of 1930 and 1931. - There was a considerable decrease in 1931 in the number of South Indian labourers employed in rubber estates and other places of employment throughout Malaya. The number employed in Government Departments was almost the same in the Straits Settlements (due probably to the Air, Naval and Military Bases and other special works at Singapore) and on the decrease in the Federated Malay States and the Unfederated Malay States. The position of Indian labourers as a whole at the end of 1930 and 1931 was as under:-

	On 31st December 1930.	On 31st December 1931.
1. Straits Settlements. .	43,653	37,734
2. Federated Malay States. .	164,799	129,681
3. Unfederated Malay States.-		
(i) Johore.....	30,025	23,253
(ii) Kedah and Perlis	34,009	21,815
(iii) Kelantan	4,247	1,432

Local engagements of Indian labourers registered during 1930 and 1931 by the Labour Department of Malaya, on payment by employers of \$ 1

per labourer, are shown below:-

	<u>1930.</u>	<u>1931.</u>
1. Straits Settlements . . .	19,590	10,851
2. Federated Malay States ...	59,089	29,745
3. Unfederated Malay States -		
Johore	21,640	10,404
Kedah	18,436	10,876
Kelantan	2,037	727

The above figures under "Local Engagements" give a rough idea of the extent of desertion and migration of labourers from one place of employment to another. Towards the close of 1931, the question of doing away with the local registration of Indian labourers gathered weight, as employers were not in a position to pay the prescribed fees under the sad plight to which the rubber industry has been reduced and as it was thought that the abolition of the registration fee would tend in these hard times to facilitate the employment of Indian labourers who might be locally available. Necessary amendments of the law have since been enacted.

The strength of the labour forces consisting of Indians, Chinese and Javanese, as they stood at the end of 1931, was as follows:-

	Indians.	Chinese.	Javanese.
Straits Settlements.	37,734	30,033	7,413
Federated Malay States	129,681	60,326	10,452
Unfederated Malay States.	23,253	24,626	7,683

Economic Position of Indians. - The vast majority of Indian labourers are employed in Rubber Plantations as tappers, weeders, factory hands and miscellaneous workers. Government and Public Departments also employ a much larger number of Indian labourers than Chinese and others. Indian labourers are also employed on tin mines, where the Chinese preponderate. In special works such as the Naval, Air and Military Bases at Singapore, in Hydro-electric works of Perak, in the oil installations of Singapore, and in the Oil fields in Brunei, Indian labourers are preferred.

Wages. - Weeders were generally paid the minimum rates of wages. Tappers earned a bit more than weeders and factory hands a few cents more than the tappers. In special works such as the Naval, Air and Military Bases, Hydro-electric works, and Oil fields, higher rates prevailed.

The temporarily reduced standard rates of wages (40 cents for adult males, 32 cents for adult females and 16 cents for working children in healthy and easily accessible areas and 47 cents for adult males and 37 cents for adult females in less healthy and more remote areas) which were introduced in October 1930, remained in force through out the year under review. The several departments of Government employing Indian labour also adopted the above standard rates from January 1931.

Co-operative Societies. - The co-operative movement amongst

Indian labourers, initiated more than six years ago, has made rather slow, but steady, progress. There were 78 cooperative societies, at the end of 1931, as compared with 75 at the end of 1930. But the membership went down from 13,121 in 1930 to 10,730 in 1931 owing to the reduction of labour forces and of wages on account of the rubber slump.

During the Co-operative year ended 30th June 1931, a sum of \$ 150,400 is said to have been refunded to members of estate labourers Co-operative Societies who were discharged from their places of employment on account of the slump. The Director of Co-operation, Straits Settlements and Federated Malaya States, ~~has~~ has reported that these societies are very popular amongst Indian labourers, that the encouragement given by employers generally is extremely gratifying and that with a return to normal conditions great extension of this work could with confidence be expected. The report states that the movement has touched only the merest fringe of the Indian labour population working in over 3,000 places of employment. It is hoped that an adequate staff of Indian Co-operative Officers will be maintained and posted at the several important centres to push on this beneficial movement amongst Indian labourers employed not only on Estates but also in other places of employment and in Government Departments.

Indebtedness. - The labour laws do not permit employers to make deductions from the labourers' wages except for the supply of rice and currysuffs or the payment, in anticipation of wages, of small cash advances for the purchase of provisions. The labourers may, however, obtain small loans from managers for marriages and other ceremonies and repay the same in easy instalments. No interest can be charged under the law for any such advances made to labourers. On the whole, indebtedness of labourers to their employers is not very apparent, but their indebtedness amongst themselves probably accounts, amongst other things, for the numerous 'bolters' from estates and other places of employment.

Health and Welfare. - The statistics obtained during the year shows that in the Federated Malaya States, the birth and death rates per mille among the Indians were 32.2 and 20.5 respectively and in the Straits Settlements 26.5 and 21.6 respectively. The rates of infant mortality during the year under review were 155 per mille in the Federated Malaya States and 166 per mille in the Straits Settlements. Figures of the exact birth and death rates for the Unfederated Malaya States are not available. Among the total Indian population, the birth rates ~~are~~ were generally lower than those of the total population of all races, except in Kelantan, while the death rates were slightly higher in the case of the Indian population except in the Straits Settlements, Keda and Perlés.

Health Board§. - Health Boards for co-ordinating the work of prevention and treatment of diseases in Estates and other places of employment functioned during the year under report in the F.M.S., Malacca (S.S.) and Kedah, (U.F.M.S.) though the progress of their schemes was greatly handicapped by the continuous rubber slump, so much so that the F.M.S. Central Health Board resolved towards the end of 1931 to wind up, owing to the inability of rubber estates to pay additional cess, and to hand over their work to be carried on by the Health and Labour Departments as before.

Housing and Water Supply. - All the estates and other places of employment are periodically visited by the inspecting officers of the Labour Department, and orders are issued under the provisions of the labour laws governing health, housing, water supply and sanitation, wherever necessary. Action was also taken on the defects or irregularities detected by ~~the~~ ^{the Agent} on certain estates and other places of employment and taken to the notice of the Controller of Labour, Malaya, during the year. Housing accommodation, water supply, sanitation, etc., were generally satisfactory, though their improvement may be said to have been much impeded by the rubber slump.

Workmen's Compensation Benefits. - The Workmen's Compensation Enactment passed in the Federated Malay States at the beginning of the year 1929 has not been given effect to, pending the passing of a similar Ordinance in the Straits Settlements. A bill introduced in the S.S. Legislative Council in the same year was postponed for consideration after the Report of the Royal Commission on Indian Labour was available. The draft Workmen's Compensation Ordinance has been taken up for consideration in the S.S. Legislative Council during the year. It is hoped that it will be passed ere long and brought into force both in the S.S. and the F.M.S.

Education. - The inefficiency of the teachers employed in most of the estate vernacular schools has been drawn attention to several times previously. The report states that most of the teachers are kanganies or labourers with scanty knowledge of even their vernacular languages. Some estates are still maintaining good schools and it is hoped that with the revival of trade conditions efforts will be made to improve the efficiency of the teachers employed on other estates. The fact that the majority of vernacular schools are not registered and are not ~~in the~~ in receipt of grants-in-aid, establishes beyond doubt that they are not up to the mark.

Legislation. - No fresh labour legislation or amendments there ~~to were enacted~~ ^{in the States} during the year under review in any of the States or Settlements.

Political Status. - ~~54~~ Indians have, in common with other communities, no Political or Municipal Franchise.

There is an Indian member on the Federal Council and another Indian member on the Straits Settlements Legislative Council.

There is also one Indian member on each of the reconstituted State Councils of Perak, Selangor and Negri Sembilan in the F.M.S.

In August 1931, His Excellency the High Commissioner adumbrated a policy of decentralisation in the F.M.S. This has slowly awakened the political consciousness of educated Malays and aroused a parochial cry of "Malaya for Malays" from a small section thereof. It is hoped that, in fairness and justice to the domiciled Asiatic Communities inhabiting F.M.S., due provision will be made in the reforms to be introduced to meet the legitimate and reasonable rights and aspirations of the Indian Community.

Several Indian gentlemen are also serving as members of Municipalities, Sanitary and Health Boards, Indian gentlemen have also been appointed as Honorary Justices of the Peace in the Straits Settlements and in the Federated Malay States.

(The Annual Report of the Agent of the Government of India in British Malaya for the year 1930 is reviewed at pages 63-69 of the report of our Office for November 1931).

Migration.Prohibition of British Indian Labour in Pondicherry.

The Governor-General of French India has ^{recently} passed an order prohibiting the employment of foreign coolies, in the Port of Pondicherry, in preference to indigenous coolies, if available, by the shipping agents and other business men. It is stated that this order is based on the provisions of the French Labour Act and is intended to prevent competition by foreign labour.

According to the Pondicherry Government's order, the employer has to submit a list of the names of all the coolies he intends employing, to the Government one month prior to the date of employment, and the Government, after scrutinising the list, will issue a pass and a brass badge to each of those coolies and then only they will be allowed to work in the Port. Failure to observe the conditions is to entail a penalty and immediate expulsion from work on the part of the coolies.

INTERNATIONAL LABOUR OFFICEINDIAN BRANCH

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References to the I. L. O.

The printed Excerpts from the proceedings of the Committee of the Millowners' Association, Bombay, during July 1932 contain the following three references to the I. L. O.

(1) A note states that the Chief Inspector of Factories, Bombay, suggested that the exemptions under the Indian Factories Act, given since 1925, ~~for~~^{for overtime} overtime work performed by oilers and ~~to~~ work done in the mechanic shop in textile mills, can now be withdrawn. This suggestion was made as a result of the Government of Bombay asking him to review the exemptions granted under the ^{permi tting overtime work} Factories Act with a view to reduce them to a minimum, in accordance with the resolution on Unemployment adopted by the Governing Body of the I.L.O. at its 56th session held in January 1932.

(2) A note is published regarding the reply given by the Association to the Bombay Government containing its views on the Grey Report and Questionnaire on Abolition of Fee Charging Employment Agencies - an item on the agenda of the 16th and 17th sessions of the I.L.Conference. The note states that the Association replied that it is not in a position to express any views on the subject as it is not aware of the existence in this country of any fee-charging employment agencies in the Textile Industry, or, for the matter of that, in other large industries. At the same time, endorsing the opinion expressed in the Grey Report that "there might still be an important part for private non-profit earning agencies to play in filling up the gaps," it is stated by the Association that it would deprecate the imposition of any stringent regulations.

(3) A brief note is published on the reply sent by the Asso-

ciation in response to the request by the Government of Bombay that it should reconsider its decision on the proposed enquiry into conditions of work etc., in the cotton textile industry, suggested by the I.L.O. (For views already expressed by the Association on this question vide page 7 of our June 1932 report). The Association's reconsidered reply stated that, while it felt that the kind of enquiry proposed would be misleading and would do no good, it was prepared to help the inquiry if Government came to the conclusion that an investigation of this character might serve some useful purpose.

* * *

The August 1932 issue of the E.B. Ryland Labour Review (Vol.V, No.8) publishes relevant extracts from the press note issued by this Office on 21-7-32 under the caption "Rationalisation of Employment in Egypt: Alternative to Retrenchment of Workers" based on a note published in Industrial & Labour Information of 4-7-1932. (Vide pages 8 and 1 of our July and August report respectively for names of Indian periodicals which published this press note).

* * *

Federated India of 14-9-32 (Vol.VI No.37) publishes a communique issued by this Office on 4-7-32 on the election of Mr. H.B. Butler to the Directorship of the I.L.O. (vide page 1 of our July 1932 report for a list of other Indian periodicals which published this Communiqué. Copies of the Communiqué were forwarded to Geneva with this Office's minute H.2/1883/32 of 7-7-1932).

* * *

The printed Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during July 1932 contain a note incor-

porating the views of the Chamber re. the I.L.O. Questionnaire on the Abolition of Fee-charging Employment Agencies, which was forwarded to it by the Director of Information and Labour Intelligence, Bombay. The Committee referred the question to the Labour Sub-Committee of the Chamber and later sent a reply to the Director stating that it was of opinion that, while very few important firms in Bombay had any experience of fee-charging agencies, the general feeling was that if such agencies were to be permitted, they should be licensed under strict official control and that a definite scale of charges should be drawn up, but that there should be no charge for registration. The Committee did not formulate detailed answers to the questionnaire, since, as indicated above, this did not, in its opinion, appear to be a question of very great importance to Bombay.

* * *

The Government of India have recently ~~xxxx~~ published the Report of the Delegates of the Government of India to the Sixteenth Session of the I.L.Conference as a bulletin of the Industries and Labour Department of the Government of India (Bulletin No.48 of the Indian Industries and Labour Department. A copy of the Bulletin was forwarded to Geneva with this Office's minute D.1/2372/32 of 15-9-32).

* * *

The August and September combined issue of the Trade Union Record (Vol.III Nos. 6 & 7) publishes a short summary of the proceedings of the 1st session of the Indian Trades Union Federation held at Madras on the 16th and 17th July 1932,(vide pages 32-37 of our July 1932 Report for a summary of the proceedings). The report in the Trade Union Record makes special mention of the fact that the

Director of this Office attended the Conference as a distinguished visitor. The Record also gives a short summary of the speech delivered by the Director of this Office at the Conference.

* * *

Attention is specially directed to clause X of the "Platform of Unity" adopted by the 12th session of the All India Trade Union Congress held at Madras from 10th to 12th September 1932. Clause X lays down that the A.I.T.U.C. "shall not send delegates to the so-called International Labour Conference held under the auspices of the League of Nations, as the Indian workers can expect no good out of those conferences held expressly with the purpose of reconciling the interests of capital and labour." (A special report on this year's session of the Congress was sent to Geneva with this Office's minute A.1/2369/32 dated 15-9-1932, vide pages 28-33 of this report under the section "Workers Organisations" for fuller details of the Congress).

The proceedings of the Congress and the resolutions adopted by ^{were} it ~~was~~ published in most of the Indian newspapers.

The Hindustan Times of 18-9-32, in the course of an editorial article under the caption "Trade Unionism and Communism in India", criticises the "Platform of Unity" adopted by the Congress and pays a tribute to the I.L.O. for the part played by it in promoting progressive labour legislation in India. The article was written by the Director of this Office and the cutting from the Hindustan Times was sent to Geneva with this Office's minute H.4/2417/32 of 22-9-32.

The Leader of 19-9-32 publishes an editorial article under the caption "T.U.C's Latest" in the course of which disapproval is expressed regarding the clause in the "Platform" relating to the

participation of Indian labour in the sessions of the I.L.Conference.

* * *

The August 1932 issue of the Indian Labour Journal, (Vol.IX, No.II), Nagpur, publishes at page 205 an appreciative review of the I.L.O.Year Book, 1931.

* * *

The August 1932 issue of the Indian Labour Journal (Vol.IX, No.II), Nagpur, and Federated India of 28-9-1932 (Vol.VI No.39) publish at pages 205 and 9 respectively, short reviews of Dr. P.P. Pillai's book "India and the International Labour Organisation".

* * *

The press communique issued by the Government of India on 27-9-32 announcing the items on the agenda of the 17th session of the I.L.Conference to be held in May 1933 and calling for recommendations from organisations ^f employers and workers, regarding the nomination of non-government delegations, was published in the Hindustan Times of 30-9-32 and in all papers.

* * *

The printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during August 1932 publish a short note stating that a copy of the I.L.O. Questionnaire on Invalidity, Old-age and Widows' and Orphans' Insurance was sent to the Association for opinion by the Bombay Government, but that it was later asked not to take any action on it as it was understood that the Government of India did not propose to send any detailed reply to the Questionnaire as this country had not the necessary experience to enable it to contribute to the solution of the problem before the I.L.Conference.

* * *

The Leader of 23-9-32 published a short editorial note based on a note giving Statistics of Czechoslovakian emigrants who settled in Canada during 1930 and 1931, published in a recent issue of "Industrial and Labour Information". This Geneva weekly^{is} referred to in the article as "a most valuable publication of the International Labour Office, Geneva".

* * *

The Hindu of 3-9-1932 publishes an article under the caption "Child Labour in India" contributed by Mr. R.Rao of the Geneva Office.

* * *

A Reuter's cable dated 7-9-1932 from London, to the effect that the Director of the Geneva Office appealed for a steady and understanding support of the trade union movement of the world at the recent session of the British Trade Union Congress, was published in the Hindu of 8-9-1932, the Statesman of 9-9-1932 and in all papers.

* * *

Ratifications.

Action on Convention re. Marking of Weights on
Heavy Packages Transported by Vessels.

The following is the text of an interpellation and answer extracted from page 883 of the Legislative Assembly Debates of 19-9-1932 (Vol. IV No.10) re. the action taken by the Government of India on the I.L.O. Convention re. marking of weights on heavy packages transported by vessels:

Mr. N.M. Joshi: Will Government be pleased to state;

- (a) what steps they have taken for the enforcement of the provisions of the Convention of the International Labour Organisation concerning the marking of weights on heavy packages transported by vessels; and
- (b) whether they are aware that the provisions of the Convention are actually being enforced?

The Honourable Sir C.P. Ramaswami Aiyar (Member, Commerce Department): In consultation with the Local Governments and the Agent, Assam Bengal Railway, the Government of India came to the conclusion that for all practical purposes it was possible for the present to give effect to the provisions of the Draft Convention by means of bye-laws framed by the several Port Trusts, and at Chittagong, where the jetties belong to the Assam Bengal Railway by action under the Indian Railways Act. The several Port Trusts and the Agent, Assam Bengal Railway, have accordingly framed the necessary bye-laws.

2. The Government of India have no reason to believe that the provisions of the bye-laws (or in other words, of the Convention) are not being enforced.

National Labour Legislation.

Land Acquisition Act (Amendment) Bill, 1932.

At page 9 of the Report of this Office for July 1932, reference was made to the intention of the Government of India to introduce in the September, 1932 session of the Legislative Assembly, ^{a Bill} to amend the Land Acquisition Act of 1894. Below are given the full texts of (1) the Bill which the Central Government has introduced in the Legislative Assembly on 5-9-32, and (2) the Statement of Objects and Reasons.

Legislative Assembly Bill No.34 of 1932.

A bill further to amend the Land Acquisition Act, 1894, for certain purposes.

1894. Whereas it is expedient further to amend the Land Acquisition Act, 1894, for the purposes hereinafter appearing; It is hereby enacted as follows:-

1. This Act may be called the Land Acquisition (Amendment) Act, 1932.
Short title. Act, 1932.

1894. 2. After section 38 of the Land Acquisition Act, 1894 (hereinafter referred to as the said Act), the following section shall be inserted namely:-
Insertion of new section 38 A in Act I of 1894.

"38A. An industrial concern, owned by an individual or by an association of individuals and not being a Company, desiring to acquire land for and in connection with the erection of dwelling houses for workmen employed by the concern, shall, for the purposes of this Part, be deemed to be a Company, and the references to Company in sections 5A, 6, 7, 17 and 50 shall be interpreted as references also to such concern."

3. In sub-section (1) of section 40 of the said Act, for clauses (a) and (b), the following clauses shall be substituted, namely:-
Amendment of section 40, Act I of 1894.

- "(a) that the purpose of the acquisition is to obtain land for and in connection with the erection of dwelling houses for the workmen employed by the Company, or
- (b) that such acquisition is needed for the construction of some work, and that such work is likely to prove useful to the public."

4. In section 41 of the said Act, -

Amendment of section
41, Act I of 1894.

- (a) after the word "that" where it first occurs, the following words shall be inserted, namely:-
"the purpose of the proposed acquisition is to obtain land for and in connection with the erection of dwelling houses for the workmen employed by the Company, or that"; and
- (b) for clauses (4) and (5) the following clauses shall be substituted, namely:-
"(4) where the acquisition is for the purpose of erecting dwelling houses, the time within which the dwelling houses shall be erected; and
(5) where the acquisition is for the construction of any other work, the time within which and the conditions on which the work shall be executed and maintained, and the terms on which the public shall be entitled to use the work."

Statement of Objects and Reasons.

The Land Acquisition Act, 1894, makes it possible, where the previous consent of the Local Government has been obtained, to acquire land compulsorily on behalf of companies, provided that the land is needed for a work "likely to prove useful to the public". The Royal Commission on Labour have recommended that the Act be so amended as to enable land to be thus acquired where it is needed for the housing of labour, either by companies or by other employers. They stated that, in a number of instances brought to their notice, land eminently suitable for the development of housing schemes had been held at ransom by the owners, fantastic values being placed upon it as a result of the construction of factories and other industrial concerns in the neighbourhood. The provision of adequate housing for workmen is one of the urgent needs of Indian industry, and the Bill seeks to give effect to the Commission's recommendation.

(Extracted from the Government of India Gazette dated 10-9-32, Part V, Page 191.).

Trade Disputes (Amendment) Bill, 1932.

Reference was made at page 9 of the Report of this Office for July 1932 to the intention of the Government of India to introduce in the September 1932 session of the Legislative Assembly.

the Trade Disputes (Amendment) Bill

Below are given the full text of the Bill which the Government of India have introduced on 5-9-32 in this connection and (2) the 'Statement of Objects and Reasons' therefor.

Legislative Assembly Bill No.36 of 1932.

A Bill to amend the Trade Disputes Act, 1929, for certain purposes

of 1929. Whereas it is expedient to amend the Trade Disputes Act, 1929, for the purposes hereinafter appearing; it is hereby enacted as follows:-

1. This Act may be called the Trade Disputes (Amendment) Act, Short title. 1932.

2. In section 13 of the Trade Disputes Act, 1929, -
Amendment of section
13, Act VII of 1929.

(a) in sub-section(1), -

- (1) for the words "except with the consent in writing of the Secretary of the Trade Union or of the person, firm or company in question" the words "if the Trade Union, person, firm or company in question has preferred a request to the Court or Board that such information shall be treated as confidential" shall be substituted, and
- (11) for the words "without such consent" the words "without the consent in writing of the Secretary of the Trade Union or the person, firm or company in question, as the case may be" shall be substituted;

(b) in sub-section (2) after the words "before a Court or Board" the word "wilfully" shall be inserted; and

(c) after sub-section (2) the following sub-sections shall be inserted, namely:-

"(3) No Criminal Court inferior to that of a Presidency Magistrate or a Magistrate of the first class shall try any offence under this section.

(4) No Criminal Court shall take cognizance of any offence under this section except with the previous sanction of the authority appointing such Court or Board; and no Civil Court shall without the like

sanction entertain any suit against a member of a Court or Board, or any person present at or concerned in the proceedings before a Court or Board, for any matter arising out of such proceedings."

Statement of Objects and Reasons.

The attention of the Government of India has been called from several quarters to the fact that section 13 of the Trade Disputes Act affords inadequate protection to those who serve on or are connected with Courts of Inquiry and Boards of Conciliation. The members of such tribunals are at present placed under the necessity of deciding in respect of every item of information obtained by them concerning any Trade Union or business whether such information should be regarded as confidential or not. Suits and prosecutions may be preferred on complaint without any previous sanction in respect of any disclosure, wilful or accidental; and offences are triable by any Magistrate.

The Bill seeks to remedy these defects. Clause 2(a) seeks to make it the duty of the person desiring information to be kept confidential to prefer a request to this effect. Clause 2(b) is designed to limit the operation of the section to wilful disclosures. The proposed sub-section 13(3) provides for the trial of offences by Magistrates of the highest class, and the proposed sub-section 13(4) makes the sanction of the authority appointing the Court a condition precedent to the institution of a suit or prosecution. This clause embodies a recommendation of the Royal Commission on Labour. A similar recommendation was recently made by the Railway Court of Inquiry.

(Extracted from the Government of India Gazette dated 10-9-32, Part V, Page 193).

(The full text of the Trades Disputes ^{Bill} Act, 1928, ^{was sent as an} ~~is given as~~ pages annex ^{to} the ¹⁹²⁸ Report of this Office).

(The Amendment Bill was passed by the Legislative Assembly on 14-9-1932).

Indian Emigration (Amendment) Bill - 1932.

The following is the full text of a Bill introduced by the Government of India in the Legislative Assembly on 5-9-1932 to amend the Indian Emigration Act for certain purposes.

Legislative Assembly Bill No.35 of 1932.

A Bill further to amend the Indian Emigration Act, 1922, for certain purposes.

VII of 1922. Whereas it is expedient further to amend the Indian Emigration

Act, 1922, for the purposes hereinafter appearing; It is hereby enacted as follows:-

1. This Act may be called the Indian Emigration (Amendment) Short title. Act, 1932.

2. For clause (b) of sub-section (2) of section 24 of the Indian Emigration Act, 1922 (hereinafter referred to as the said Act), the following shall be substituted, namely:-

"(b) the licensing, supervision and control of persons in British India engaged in causing or assisting persons to emigrate and in the conveyance and accommodation of emigrants, and the prohibition of unlicensed persons from being so engaged";

3. In section 25 of the said Act, -
Amendment of section 25, Act VII of 1922.

(a) in clause (b) of sub-section (2), for the words "induces, or attempts to induce" the words "causes or assists or attempts to cause or assist" shall be substituted; and

(b) sub-section (3) shall be renumbered as sub-section (4), and the following sub-section shall be inserted as sub-section (3), namely:-

"(3) When in the course of any proceedings in connection with emigration in which a person licensed in accordance with rules framed under clause (b) of sub-section (2) of section 24 is concerned, a breach of the provisions of this Act or of the rules made under this Act is committed, such person shall be liable to the punishment provided by sub-section (2), unless he shows that he was not responsible for and could not have prevented the commission of the breach".

4. In sub-section (3) of section 30 of the said Act, for the words "induces, or attempts to induce" the words "causes or assists or attempts to cause or assist" shall be substituted.

Statement of Objects and Reasons.

In several cases where there had been a clear breach of the Indian Emigration Rules, the prosecution failed owing to the absence of proof of inducement within the meaning of clause (b) of sub-section (2) of section 25 of the Indian Emigration Act, 1922. The word "inducement" was used as a convenient abbreviation for describing those activities of a recruiting agent which result in the emigration of a person. The Courts, however, appear to have interpreted it as

connoting enticement and to have held that mere assistance is not inducement.

To remove all doubt it is considered necessary to substitute the word "assist" which is used in sections 16(1) and 18(2) of the Act. It is also proposed to provide that when, in connection with emigration or attempted emigration, there is a failure to comply with any of the rules, and the person licensed to recruit is not punishable for the failure under sub-section (2) of section 25, he shall be punishable unless he proves that he was not responsible for, and could not have prevented, the failure to comply with the rules.

2. It is also considered desirable to widen the scope of clause (b) of sub-section (2) of section 24 of the Act so as to provide for the licensing of recruiters of all description and not only of such persons as make a business of recruiting.

Notes on Clauses.

Clause 2. - The amendment of clause (b) of sub-section (2) of section 24 of the Act will authorize the making of a rule to prohibit anyone who does not hold a licence to recruit from causing or assisting a person to emigrate. The clause as it stands has been interpreted as not authorizing the making of such a rule. There is, therefore, nothing in the existing Act to prevent an employer of labour in Ceylon from entering India and recruiting emigrants himself though he holds no licence.

Clause 3 (a). - This clause ^{and clause} substitute for the word "induce", which was narrowly interpreted by the Courts, the words "cause or assist", thereby making clear that no element of enticement need necessarily be present to constitute the offence.

Clause 3(b). - Amends the Act to provide for the punishment of such breaches of the rules as are committed in the course of recruitment proceedings, even when the breach is not actually committed by the licensed recruiter himself provided that the recruiter is privy to the breach. An example of such breach would be the appearance of an intending emigrant before a Munsiff of a village other than his own, with the object of facilitating the concealment of facts which might affect his chance of obtaining sanction to depart.

(Extracted from the Government of India Gazette dated 10-9-32, Part V, page 192).

(The Bill was passed by the Legislative Assembly on 12-9-1932 and by the Council of State on 23-7-1932)

Children (Pledging of Labour) Bill, 1932.

Below is given the full text of (1) a Bill which the Central Government has introduced in the Legislative Assembly on 5-9-1932, to prohibit the pledging of the labour of children ^{and} (2) the Statement of Objects and Reasons for introducing the Bill.

L.A. Bill No. 38 of 1932.

A Bill to prohibit the pledging of the labour of children.

Whereas it is expedient to prohibit the making of agreements to pledge the labour of children, and the employment of children whose labour has been pledged; It is hereby enacted as follows:-

1. (1) This Act may be called the Children (Pledging of Labour) Act, 1932.
Short title & extent.

(2) It extends to the whole of British India.

2. In this Act, unless there is anything repugnant in the subject or context, -
Definitions.

"an agreement to pledge the labour of a child" means an agreement, written or oral, express or implied, whereby the parent or guardian of a child, in return for any payment or benefit received or to be received by him, undertakes to cause or allow the services of the child to be utilised in any employment;

~~"child"~~

"child" means a person who is under the age of fifteen years; and

"guardian" includes any person having legal custody of or control over or direct benefit from the wages of a child.

3. Whoever, being the parent or guardian of a child, makes an agreement to pledge the labour of that child, shall be punished with fine which may extend to fifty rupees.
Penalty for parent or guardian making agreement to pledge the labour of a child.

4. Whoever makes with the parent or guardian of a child an agreement whereby such parent or guardian pledges the labour of the child shall be punished with fine which may extend to five hundred rupees.
Penalty for making with a parent or guardian an agreement to pledge the labour of a child.

5. Whoever, knowing or having reason to believe that an agreement has been made to pledge the labour of a child, employs such child, or permits such child to be employed in any premises or place under his control, shall be punished with fine which may extend to five hundred rupees.

Statement of Objects and Reasons.

The Royal Commission on Labour found evidence in such widely separated areas as Amritsar, Ahmedabad and Madras of the practice of pledging child labour - that is, the taking of advances by parents or guardians on agreements, written or oral, pledging the labour of their children. In some cases, the children so pledged were subjected to particularly unsatisfactory working conditions. The Commission considered that the State would be justified in adopting strong measures to eradicate the evil, and the Bill seeks to do so by imposing penalties on parties to agreements pledging the labour of children and on persons knowingly employing children whose labour has been pledged.

(Extracted from the Government of India Gazette dated 10-9-1932, Part V, page 195).

Conditions of Labour. ✓Forced Labour in Angul, Orissa.

The following information about the existence of forced labour in Angul, a backward Agency Tract in Orissa, is extracted from a Memorandum prepared by the people of Angul in September 1932. ~~The deputation~~ for presenting the Memorandum was led by Mr. Gati Krushna Das, President, Angul Tenants' Association. The object of the Memorandum, it may be pointed out, was to canvass public opinion ~~for~~ⁱⁿ support of the plea that, in the forthcoming constitutional Reforms, steps should be taken, to prevent Angul from being treated as a 'backward' Agency Tract, that a full measure of constitutional government should be provided for the District and that the existing exactions of forced labour should be altogether stopped. Angul District consists of 1681 square miles and contains a population of 222,736 (according to the census of 1931). Referring to conditions of forced labour in Angul District, the Memorandum points out:

Apart from the administrative drawbacks, there is prevalent in the district the pernicious system of supply of Rasad (Provisions) and Bethi (Forced Labour) to the local officers in the district, just as are in force in the neighbouring Orissa States. Under this cruel system the Sarbarakars and the tenants are bound to supply Rasad of every description — from rice, dal, vegetables, ghee, milk, fish and fowl and eggs down to fuel, charcoal and even straw — either free or at an abnormally low rate fixed by the local officials, and this occurs at frequent intervals that the people are taxed unreasonably and unseasonably. At the time of kheda for elephants (recently abolished owing to uneconomic sale of Government elephants) forced labour used to be exacted even at a stretch for one month while this invariably used to synchronise with the harvest season. Bethi (Forced Labour) is exacted from the tenants in the shape of carrying the luggage of, and rendering other menial and domestic services to the local officers and to any Government servants touring the district and also supplying labour for shikar or beats for which they are seldom paid — and invariably the beaters provide their own food, — be it for ordinary shikar or for elephant kheda. Under the bethi and rasad rules, any tenant can be demanded to provide any commodities or render any service at any time to the detriment of his fundamental rights of person and property. It may be particularly noted that these are exacted with the help of

notices and parwanas issued from time to time from the different Courts and offices of the district. It is worth mentioning here that the land revenue paid by the tenantry in Angul is on the same scale as in the other districts of British Orissa, so that there is no moral justification for imposing the additional burdens of bethi and rasad on the Angul tenantry.

In Appendix B of the Report are reproduced 21 orders issued by the administrative authorities of the district commandeering forced labour and supply of provisions at nominal prices from the people of the district in connection with the tours, hunting parties, etc. of administrative Officers.

(A copy of the Memorandum was forwarded to Geneva with this Office's Minute D.1/2437/32 dated 29th September 1932.).

Overtime Exemptions; Curtailment in Textile Industry, Bombay. ✓

The following information regarding efforts to curtail overtime working in the textile industry with a view to minimise unemployment, in accordance with the resolution on unemployment adopted by the Governing Body of the I. L. O., at the 56th Session, which are being made in the Bombay Presidency is taken from a Note on the subject published in the Excerpts from the proceedings of the Committee of the Millowners' Association, Bombay, during July 1932.-

G. B. Resolution on Unemployment, 1932. - About the end of May 1932, the Director, Labour Office, Bombay, forwarded to the Bombay Millowners' Association a copy of the Resolution on Unemployment adopted by the Governing Body of the International Labour Office at its 56th Session held in January 1932. In this Resolution certain suggestions were made in connection with overtime, hours of work etc. In connection with this Resolution, the Chief Inspector of Factories was asked by the Government to review the exemptions granted under the Factories Act that had the effect of permitting the employment of individual workers for hours exceeding the ordinary limits laid down in the Indian Factories Act, viz., 11 a day and 60 week, with a view to reduce such cases to a minimum.

Engine & Boiler Staffs; No Modification Recommended. - The Chief Inspector of Factories addressed a letter on this subject to the Association, and with reference to the exemptions granted for the engine and boiler staffs as per Bombay Government Notification No. 7261 dated 13-2-1931, he expressed the opinion that, with the Factories Act as at present framed and in view of the technical difficulties involved, it did not appear feasible to make any modifications so far as these exemptions were concerned.

Curtailment of Overtime Work by Oilers Recommended. - With regard, however, to the exemption given in 1925 to work performed by oilers and to work done in the mechanics shop, the Chief Inspector stated that it had not been utilized to any great extent in the textile industry and there appeared to be no objection to recommending its cancellation. The main grounds on which exemption was urged by employees in respect of oilers was that certain machines required continuous oiling or that cleaning and oiling could be carried on only when the machinery was stopped. In regard to the employees in the mechanics shop, foundries, etc., it was contended that the nature of their occupation was such that in the event of a breakdown in machinery, it would be necessary to work the mechanics shop or the smithy, as the case may be, beyond the limits laid down by Sections 27 and 28. The Chief Inspector, however, pointed out that there

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was a difference between ordinary maintenance work and work on urgent repairs. The latter was specially exempted under Section 30(3) of the Act and the conditions had been prescribed in Rule 79. On these grounds the Chief Inspector urged the advisability of cancelling the exemptions given to oilers and workmen in mechanics' shops.

Millowners' Committee Agree with Recommendations. - The Committee of the Association has agreed with the views expressed by the Chief Inspector of Factories.

Factory Administration in C.P. & Berar, 1931*

The following information regarding the factory administration

was a difference between ordinary maintenance work and work on urgent repairs. The latter was specially exempted under Section 30(3) of the Act and the conditions had been prescribed in Rule 79. On these grounds the Chief Inspector urged the advisability of cancelling the exemptions given to oilers and workmen in mechanics' shops.

Millowners' Committee Agree with Recommendations. - The Committee of the Association has agreed with the views expressed by the Chief Inspector of Factories.

Factory Administration in C.P. & Berar, 1931.*

The following information regarding the factory administration in C.P. and Berar is taken from the Report on the Administration of the Factories Act in the Central Provinces and Berar for the year 1931.

Number of Factories and Inspection. - During the year under review, the total number of factories coming within the purview of the Act showed a slight rise from 902 to 911, the increase being mainly in the rice mills. The actual number of working factories increased from 695 to 734, of which 102 were perennial and 632 seasonal. The report states that all these factories were inspected during the year.

The total number of inspections was 1,583 as against 1,832 in the previous year; of these, the expert inspectors were responsible for 1,342 and the District Magistrates and additional inspectors 241, as against 1,401 and 431, respectively, ^{in the previous year.} The decrease in the total number of inspections is accounted for ~~the~~ by the fact that the cotton crop was a poor one and in consequence the working of seasonal factories was irregular.

* Report on the Administration of the Indian Factories Act, 1911 (Act XII of 1911), as modified up to the 1st June 1926, in the Central Provinces and Berar for the year 1931. - Nagpur: Government Printing, C.P., 1932. - Price - Re. 1-8-0 - pp.35.

13 factories were removed from the register during the year, of which 9 were ginning factories, 2 rice mills, 1 printing press and 1 oil mill.

Number of Operatives and Conditions of Labour. - The average number of persons employed daily in factories declined from 68,856 to 64,386, of whom 42,299 were men, 20,866 women and 1,221 children. The decrease occurred chiefly in the cotton ginning and pressing factories and cement works due to trade depression. Wages for both skilled and unskilled labour showed a decided downward tendency. There were four strikes in four cotton mills at Pulgaon, Jubbulpore, Klichpur and Akola. The one at Pulgaon was due to a reduction in the rate of the dearness allowance and lasted for a month and a half. The other three were of a minor nature and terminated quickly.

Health of Operatives and Welfare Work. - The health of the operatives appeared to be generally good. Sporadic cases of cholera and small-pox occurred in a few places and their progress was arrested by prompt medical aid. The number of cases treated at the factory dispensaries was 170,248 as against 175,449 in the preceding year. Provision for housing accommodation remained much the same as in the previous year, no effort having been made to improve the conditions in seasonal factories. Six cotton mills and one pottery works continued to provide crèches in which 259 babies were looked after against 280 in the preceding year. With the introduction of the Central Provinces Maternity Benefit Act in January 1931, 16 perennial factories granted maternity benefits to 498 female operatives to the extent of Rs.9,766, the bulk of the benefits being paid by the cotton mills. With the exception of the Express Mills, Nagpur, and the Gun Carriage Factory,

Jubbulpore, whose exemplary welfare work continued to progress as usual, no further advance was made in welfare work in general owing to the prevailing financial depression. Although the employment of child labour in factories was reduced by 10 per cent, the number of children receiving education in factory schools increased from 675 to 765. Government hopes that a further advance in this direction will be made in the future.

Accidents and Prosecutions. - The number of accidents shows a slight rise from 303 to 308, of which 32 were fatal, 46 serious and 240 minor. Of the fatal accidents, in one instance 16 persons lost their lives through the sudden subsidence of the side walls of a well under excavation. The sum of over Rs.9,000 was paid as compensation under the Workmen's Compensation Act as against Rs.7,121 in the previous year. The number of offences for which prosecutions were instituted was 61 as against 123 in the preceding year, 57 cases resulting in convictions; in two cases the accused were acquitted and the remaining two cases were pending at the end of the year.

(The Factory Administration Report of the Central Provinces and Berar for the year 1930 is reviewed at pages 28-29 of the Report of this Office for August 1931).

Quarterly Strike Statistics (Period ending 30-6-1932).

The Department of Industries and Labour of the Government of India, in a press communique dated 30-8-1932, has published the statistics of industrial disputes in British India for the second quarter of 1932. During the period under review, there were 35 disputes involving 29,276 workers and entailing a loss of 332,588

working days. The largest number of disputes occurred in the Bombay Presidency where 17 disputes involving 7,895 workers were responsible for a loss of 92,291 working days; Bengal comes next with 6 disputes involving 6,567 workers and entailing a loss of 87,847 working days; Madras Presidency with 5 disputes involving 7,803 workers and entailing a loss of 44,247 working days; the Central Provinces and the Punjab with 2 each involving 2,200 and 514 workers and entailing losses of 63,500 and 3,124 working days respectively; Bihar and Orissa, Burma and the United Provinces with 1 dispute each involving 4,000, 197 and 100 workers and entailing losses of 40,000, 1,379 and 200 working days respectively while no strikes were recorded in Assam and Delhi.

Classified according to industries, there were 21 disputes in cotton and woolen mills involving 11,078 workers and entailing a loss of 168,546 working days, 3 in jute mills involving 4,187 workers and entailing a loss of 60,872 working days, and 1 each in engineering workshops and mines involving 589 and 4,000 workers and entailing losses of 883 and 40,000 working days. ^{respectively} In all the other industries together, there were 9 disputes involving 9,422 workers and entailing a loss of 62,287 working days.

Of the total 35 disputes, 17 were due to wages, 12 due to personnel, 2 due to leave and hours and 4 to other causes. In 5 the workers were successful, in 8 partially successful and in 20 they were unsuccessful while 2 were in progress at the end of the quarter.

(The quarterly strike statistics report for the period ending 31-3-1932 was reviewed at pages 13-14 of our May 1932 report).

"General Strike" on Railways: A.I.R.F. Special ConventionPostpones Action.

At pages 13-14 of the July 1932 report of this Office reference was made to the decision of the Council of Action of the A.I.R. Federation to declare a general strike on Indian railways on 1-9-1932. It was also stated that the choosing of the date was of a provisional character and that the strike would materialise only if the A.I.R.F. were able to mobilise sufficient forces to declare a strike with confidence of success. As the preparations made by the railwaymen for the strike were not progressing at a satisfactory pace, a Special Convention of the All India Railwaymen's Federation to consider the proposal to declare a general strike on the Indian Railways over the question of retrenchment in railway workers met at Madras on 2-9-32, Mr. Jamnadas Mehta, President of the Federation, presiding. There was a large and representative gathering of workers of various Unions, including ^{those of the} B.B.C.I.Ry., B.N.Ry., G.I.P.Ry., M. & S.M.Ry., and S.I.Railway. The draft notice to the Railway Board prepared by the President on the question of declaring a general strike on Indian railways was placed before the meeting for discussion and approval. The notice stated:-

"In pursuance of the ballot taken on the various railways by the affiliated Unions and in view of the fact that the requisite majority in favour of a general strike was obtained and further in view of your unsatisfactory reply to the two alternative demands made on behalf of the All India Railwaymen's Federation to get the reinstatement of 40,000 employees retrenched last year and to avoid retrenchment as foreshadowed in the Press Communique of the 11th June 1932, we, the President and Secretary respectively of the All India Railwaymen's Federation, being duly authorised by the special convention of the Federation held at Madras on the 2nd September 1932, which reaffirmed a similar authority given by the special convention held at Simla on the 26th June 1931, do hereby under Section 15 of the Trade Disputes

Act of 1929 give you notice that as and from 8 a.m. on Friday, 30th September 1932 the workmen on Indian Railways will go on a strike and will not return to work until their demands are satisfactorily settled. As a matter of precaution, the affiliated Unions are giving notices similar to this to their respective Agents."

Strike Postponed. - Notice of a few amendments to this resolution had also been given to the Secretary, one by the representative of the G.I.R. Ry. Workers' Union. This amendment sought to dissolve the Committee of Action appointed by the Convention and to fix 3-11-32 as the date for the General Strike. After a heated debate for over two hours, the following resolution was unanimously adopted.

"Having read the draft notice as amended in the matter of the General Strike and having received the reports from the affiliated Unions regarding the preparations they have made, this Special Convention is satisfied that the determination of the workers to launch on a general strike as a protest against retrenchment remains unshaken; but while the preparations in several Unions have reached the stage of completeness there are others where considerable leeway remains to be made. This Convention therefore while adopting the notice prepared by the Council of Action resolves that the same may be sent to the proper quarters as soon as every affiliated Union has appointed (1) a Strike committee (2) remitted to the headquarters of the Federation the full quota of Strike levy and as soon as 600 junctions and stations are fully and effectively organised.

This Convention expresses disappointment that in these circumstances some delay is inevitable and while it is convinced of the absolute necessity of a General Strike at an early date on the issue of retrenchment, it feels equally certain that the success of strike will be best assured when preparations have been made on a scale commensurate with the responsibilities which a strike involves."

Confidence in Leaders. - The following resolutions were also adopted by the Convention.

"This Special Convention, having taken note of the fact that a resolution of a grave character subversive of discipline and falsely impeaching the leaders of the Federation has been moved by certain delegates representing G.I.R. Ry. Workers' Union and B.B.C.I. Ry. Employees Union, resolves that the concerned Unions be requested to state whether the resolution was moved with their consent and authority and whether the said Unions are in agreement with the resolution and, if not, what disciplinary action the Unions propose to take against the members concerned, and further, if the Unions have authorised the proposals of such resolutions they be called upon to explain why they should not be disaffiliated for such disloyal and disruptive conduct."

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"This convention strongly condemns the disruptive tactics of certain individuals like Sir Henry Gidney and Mr. Khedgikar closely associated with certain affiliated Unions of the Federation ~~by~~ attacking the Federation, especially at a critical time like the present one, and calls on such individuals to withdraw such allegations and expresses its fullest confidence in the work so far done by the executive of the Federation in its activities on ~~such~~ behalf of the railway workers.

Labour Recruitment for Assam from Bihar & Orissa during 1931-32.

A resolution of the Revenue Department of the Government of Bihar and Orissa (Resplution No.539/VII E-11 Com.R. dated 15-9-1932), published in the Bihar and Orissa Gazette of 21-9-1932, No.32, gives the following information regarding the recruitment of labour for Assam from the Province *during 1931-32*

During the year under review there was no recruitment for the labour districts of Assam from any of the districts of the Patna and Tirhut Divisions nor from the districts of Bhagalpur, Purnea and Balasore. The total number of emigrants including their dependants, recruited from the remaining districts of the province and the Orissa States, was 36,415 against 33,092 in 1930-31 and 34,595 in 1929-30. The districts of Ranchi and Sambalpur which are the principal recruiting centres in the province are solely responsible for the rise in the total number of emigrants, and there has been a fall in the number recruited from the other districts except Singhbhum, where the number remained the same as in the preceding year. The increase in Ranchi is probably due to the greater popularity of short-term recruitment, and in Sambalpur it is attributed to the present economic depression. The decreases in other districts are due to a contraction in the demand for labour. In all districts the number of sardars sent out to recruit was less than in the previous year. The places of accommodation for emigrants were maintained generally in a good and sanitary condition and were inspected regularly. Only one case of small-pox occurred at Sambalpur and the patient died in hospital. There was no death in any of the other districts. During the year, 10 criminal cases connected with emigration were tried and 9 persons convicted. The corresponding figures were 15 and 11, respectively in 1930-31 and 26 and 24 in 1929-30

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Industrial Organisation.

Employers' Organisations.

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29th A.I. Railway Conference: Agenda of 1932 Session.

At pages 36-37 of the Report of this Office for October ¹⁹³¹ a short summary was given of the proceedings of the 28th session of the All India Railway Conference, which met at Simla from 10 to 14-10-31, under the presidentship of Mr. D.S. Burn, Agent, G.I.P. Railway. The agenda for the 29th session of the All India Railway Conference which will meet in Simla in October 1932 is nearing completion. The information to hand goes to show that several matters vitally affecting the interests of railway workers will be discussed at the ensuing session of the Conference. The following items have up to now been given a place on the agenda: -

Consideration of a report on the possibility of railways in India developing and increasing goods traffic; revision of provisions for joint station and other similar working agreements between railways to meet the present day conditions, with special reference to their simplification and standardization; equalisation of metre gauge; expansion of rolling stock; consideration of the report of the mechanical and electrical section; consideration of the general secretary's report; consideration of the audited accounts of the conference; financial relations of the Indian Railway Conference Association with the Railway ~~Conference Association~~ Board; election of members to form an executive council and election of the president for the next year's Conference.

Workers Organisations.

12th Session of the A.I.T.U.C., Madras, 1932.

The 12th session of the All India Trade Union Congress was held at Madras from the 10th to 12th September 1932, under the presidency of Mr. Jatindra Nath Mitra. The Congress was attended by nearly thirty delegates representing the left wing group of trade unions, of whom nine were from Bombay, five from Bengal, two from Central Provinces and the rest from Madras. The session was not attended by trade unionists belonging to the Indian Trades Union Federation or All India Railwaymen's Federation. The chief item on the agenda of the Congress was the consideration of the "Platform of Unity" drawn up by the Trade Union Unity Conference held at Madras on 14 & 15-7-1932 (vide pages 30-31 of our July 1932 report for text of the "Platform").

Mr. V.M. Ramaswamy Mudaliar, M.A., B.L., M.L.C., Chairman of the Reception Committee, in welcoming the delegates made a conciliatory speech stressing the importance of achieving unity in ~~the~~ labour ranks. He said that the ideal which has been placed before the Trade Union movement in this country by the "Platform of Unity" adopted in July 1932, is socialism, and the methods to be employed to achieve this ideal are to be constitutional and nonviolent. He expressed the opinion that these should meet with the approval of the Congress and appealed to them to sink their differences on minor issues and to accept the "Platform", as it is, in the larger interests of the movement. He next ~~next~~ dwelt on the impending political reforms and on the necessity for labour to organise itself on a non-communal basis, as well as on the unemployment problem. Mr. Mudaliar expressed ^{the} his

opinion that only a thorough economic reorganisation of Indian society can offer a satisfactory solution to the unemployment problem. As regards the rights of labour, he said that any minimum programme should concede to trade unions, inter alia, the right to fight for an 8 hour-day in commerce, industry and agriculture, prohibition of night work, compulsory free education and ~~the~~ state ownership of industries and natural resources. With regard to agricultural Labour, ^{he said that} the establishment of national grain stores to protect the consumer against the possible rise in the cost of living, and the producer against international financial speculation, the development of agricultural education, and an extension of agricultural credit funds can, with profit be tried. The motto, he ^{declared} ~~said~~, should be maximum output in minimum time at maximum wages. In addition, he said that there must also be a method devised, in view of the large number of disputes between the employers of the working classes, to obviate this waste of any human talent and energy. He closed his address with a reiterated appeal for unity in ~~the~~ labour ranks.

Mr. K. Nageswara Rao Pantul~~e~~r, who formally opened the proceedings of the Congress, traced the growth of industrial progress in India and dwelt on the present unemployment and political problems. He also ~~st~~ stressed the necessity for organisation for concerted action and appealed for unity in ~~the~~ labour ranks.

Mr. J. N. Mitra began his presidential address ^{by tracing the} ~~with~~ history of trade unionism in India. Coming to more recent political events, Mr. Mitra declared that the special labour constituencies recommended by the Lothian Committee were unsatisfactory from the labour point of view. He was of opinion that nothing favourable could be expected from the British Government and declared that a movement should be

set afoot with the object of enfranchising only those classes in India which are directly and indirectly exploited by Imperialism. He recommended the utilisation of elections to legislatures in the reformed constitution to carry on an intensive and extensive propaganda in favour of this movement. In order that the movement may flourish, as well as for other reasons, the speaker said, unity in ~~the~~ labour ranks was essential, and ^{towards that end,} he ~~then~~ recommended the adoption of the Unity Platform formulated by the Girni Kamgar Union. In conclusion, he exhorted the delegates to sink minor differences and make a concerted effort to inaugurate "a state of the workers and an economic system for the benefit, not of the exploiting few, but of society as a whole in its truest sense".

Resolution on Platform of Unity. * One of the main items before the Congress for its consideration was the framing of a "Platform of Unity" acceptable to all labour interests. After long discussions in the Subjects Committee on 10 & 11-9-32, the Congress, in open session, adopted the "Platform of Unity" framed by the Bombay Girni Kamgar (Red Flag) Union, as early as January 1931, with a few alterations. The "Platform of Unity" as amended and adopted by the Congress, was in the following terms:-

I. A Trade Union is an organ of class-struggle. Its basic task is to organise the workers in a particular trade or industry for defending and advancing their rights and interests. Therefore, under no circumstances, can the object of any Trade Union be to reconcile the interests of capital and labour.

II. The immediate demands of all the Indian Trade Unions are:
 (1) Eight hours' working day, including an hour's rest, in all trades and industries; (2) minimum wages guaranteeing all the workers an irreducible standard; (3) weekly payment of wages wherever demanded; (4) equal wages for equal labour without racial or sex discrimination;

(5) one month's leave a year with full pay; (6) unemployment, sickness and old age insurance; (7) maternity benefit extending for three months at the expenses of the employers; (8) better housing and working conditions for all the workers (the rent for workers' ~~living~~ lodgings not to exceed 8 per cent of the wages); (9) establishment of independent workers' committees in factories, shops, mills, pit-heads, harbours, dockyards, plantations and all other places where collective work is performed, to supervise that the conditions of labour comply with the standard fixed; (10) abolition of the employment of children under 14 years of age; (11) abolition of the employment of women and children underground in mines; (12) ~~the~~ provision of free primary compulsory education; (13) abolition of all other systems of recruiting labour except through Trade Unions; (14) abolition of fines imposed by the employers, be they private individuals or Government, and (15) transfer of the control of the Provident Fund from the employers to the employed.

The clause relating to abolition of fines imposed by the employers to be referred to all unions for further elucidation.

III. The entire Trade Union Movement of the country shall carry on under the central leadership of the A.I.T.U.C. an energetic, ceaseless and well co-ordinated agitation for enforcing the minimum demands of (1) right to bear arms, (2) right to strike. The method of self-appointed delegations negotiating with the employers or State authorities shall be rejected as unauthorised and harmful. The agitation shall take the form of mass meetings, demonstrations and strikes.

IV. Whenever the workers in one particular trade or industry are engaged in a dispute with the employer, the entire Trade Union movement shall support them actively. The support shall be extended through the declaration of class solidarity, financial aid and sympathetic strike.

V. In case of conflict with the employers, no step shall be taken, no agreement shall be made by the leaders of the Union except with the approval of the workers concerned expressed in general meetings or in delegates' conference convened for the purpose or in any other effective way enabling the workers to express their views adequately.

VI. Every Union shall hold regular annual general meetings for reviewing past activities and re-electing its executive. In case of the office bearers of any Union failing to comply with this, the membership shall take the initiative for getting the conference together, and call upon the office-bearers to render account. On such occasions, the A.I.T.U.C. shall intervene in favour of the rank and file, and help them to dislodge the refractory office-bearers.

VII. Delegates to the A.I.T.U.C. shall be elected by the entire membership or the respective affiliated Unions in annual meeting convened for the purpose.

VIII. The Executive of the A.I.T.U.C. shall not make any agreement or enter into negotiation for the purpose of making one, with the employer or the government except with the knowledge and approval of *the* Trade Union of the workers in the particular trade or industry concerned. The terms of any contemplated agreement shall first be submitted to a

delegates' conference of the Union for consideration and approval.

IX. The A.I.T.U.C. shall not affiliate itself with the International Federation of Trade Unions (Amsterdam International) because the latter supports or connives at the system of Colonial exploitation, nor shall it affiliate itself with any international body.

X. The A.I.T.U.C. shall not send delegates to the so-called International Labour Conference held under the auspices of the League of Nations, as the Indian workers can expect no good out of those conferences held expressly with the purpose of reconciling the interests of capital and labour.

XI. No representative of the A.I.T.U.C. shall accept nominated seats in the Central or Provincial Legislature, Municipality, local or District Board, nor serve on any Government Committee.

XII. The A.I.T.U.C. shall support and actively participate in the struggle for National Freedom from the point of view of the working-classes. It does not believe that any compromise between the foreign and Indian bourgeoisie (Responsible Government or Dominion Status) will ever change the condition of the workers substantially. The basic political demand of the Indian working classes is the termination of Imperialist domination, overthrow of capitalism, and socialisation of the means of production.

XIII. The A.I.T.U.C. shall fight for :- Freedom of the press, freedom of speech, freedom of assembly, freedom of organisation and the right to bear arms.

The resolution ^{on the above "Platform"} was moved by Dr. Chitnis of Bombay and was supported by Messrs. S.C.Mhapankar, Rajani Mukherjee and Parthasarathi Mudaliar, and was adopted unanimously. Mr. V.M.Ramaswami Mudaliar suggested the appointment of a committee ^{with powers} ~~to be authorised~~ to negotiate with other schools of thought on the basis of the "Platform of Unity" now adopted and to find out how far others were agreeable to it. It was resolved to submit Mr. Ramaswami Mudaliar's suggestion to the Subjects Committee for consideration.

(vide our minute A.1/2369/32 dated 15-9-32 for a summary of the points of difference between the "Platform" enunciated by the Unity Conference at Madras (pages 30-31 of our July 1932 report) and the "Platform" adopted by the Congress).

Other Resolutions. - A summary of the more important of the other resolutions adopted by the Congress is given below:-

Labour Legislation. - The Congress expressed ^{the} its opinion that labour legislation introduced by the Central and Provincial

Governments was deceptive and one-sided in application so far as every law was sought to be strictly applied to labour unions, while the employers were left free to do as they liked and even to withhold recognition from properly constituted labour unions; and, therefore, urged upon the workers to strengthen their organisations to compel recognition from the employers on the strength of their solidarity and united action.

Railway Strike. - The Congress held that, in view of the present policy of retrenchment adopted by the Railway Board and in view of the sporadic strikes in railways at many centres, it was clear that the workers all along the line were determined to declare a general strike at any moment, and the responsibility for postponing it indefinitely lay upon leaders like Messrs Jammadas Mehta, V.V. Giri and S.C. Joshi, who were guiding the policy of the A.I. Railwaymen's Federation. The Congress resolved that railway workers should realise the need for overthrowing such leadership and evolve an effective leadership of their own. It assured the railway workers of its whole-hearted co-operation and sympathy in their impending fight against the Railway Board.

Political and Communist Prisoners. - The Congress demanded the withdrawal of the prosecution against Mr. Mukundlal Sircar and also condemned the action of the Government in detaining Mr. Subash Chandra Bose in jail for an indefinite period without trial. It also demanded the immediate and unconditional release of all political prisoners including the State prisoners, detenus, Garhwal prisoners, Meerut under-trials and all the labour leaders who are in jail, including Messrs. M.N. Roy, R.S. Ruiker, Subash Bose, G.L. Kandalkar, M.R. Shetty, Abdul Majeed, G. Mascarcenas, L. Pendse, and called upon the workers in India as well as in Great Britain and other countries to start a country-wide agitation in support of the demand.

Enquiry into Grievances of Madras Textile Workers. - The Congress authorised its Madras Provincial Committee to appoint a special committee to make a thorough enquiry into the present grievances of the textile workers in the presidency and to report to the General Council of the T.U.C. for consideration.

Organisation of Plantation Labour. - The Congress authorised the Coimbatore Labour Union to appoint a special committee to organise and consolidate the tea and coffee plantation workers in the Madras Presidency.

Labour Legislation in Indian States. - The Congress demanded that Indian States should enact labour legislation on the lines of the Indian Trades Union Act in force in British India.

Lothian Report. - While condemning the Lothian Committee report recommending the enfranchisement of ^{a large number of} the agricultural workers of India and recommending a totally inadequate representation to industrial workers, the Congress declared that the Indian working classes would not be satisfied by any measures of grants in the interest of the Indian upper classes and demanded the transfer of all power to the toiling masses to the exclusion of the exploiting minority. The Congress deplored the attempt that is being made in different parts of the country by communalists to form communal unions and declared that such attempts were detrimental to the interests of the working classes.

(vide pages 49-54 and 34-35, our July 1932 and September 1932 reports respectively for review of the 11th Session of the A.I. T.U.C.)

Intellectual Workers. ✓Teachers in Madras City: Enquiry Report.

An interesting report on the economic conditions of teachers in the aided secondary schools of the city of Madras has recently been published by Mr. Bhvaraha Murthi, M.A., Dip. Econ. The report was compiled from an analysis of 82 replies from representative teachers in madras city to whom copies of ~~the~~ questionnaire ^{were submitted} were sent. The following is a summary of the report:-

Number of Teachers. - There are about 600 teachers, comprising of L.T. and Secondary Grades, Pandits and Instructors, in all the 23 aided schools in the city. Of these, about 20 per cent are untrained, most of whom being the Pandits and Instructors.

Housing Conditions. - Nearly 4 per cent of the families live in single roomed tenements; 53 per cent in two-roomed tenements; 33 per cent in tenements with three rooms; and the rest in tenements with 4 or more rooms. About 10 per cent of the families studied, living in overcrowded conditions. As most of the families coming under the category of the lower middle class live in two roomed tenements, with some free space going by the name of Verandah, the housing accommodation for teachers cannot be said to be insufficient in about 60 per cent of the families.

Of the 82 families studied, 5 alone live in their own houses; 32 families have no bedrooms as such and use some space like the verandah or rooms common to all the tenants in the house, as lying down space. Of the 82 teachers, 5 own houses, 14 live in single tenement houses, 36 live in houses with 2 tenements, 12 live in houses with 3 tenements, 7 live in houses with 4 tenements, 6 live in houses with 5 tenements, and 2 live in houses with more than 5 tenements.

Strength of the Family. - The 82 families whose returns were analysed consist of 129 men, 133 women and 164 children. The average strength of the family, therefore, is 1.6 men, 1.6 women and 2 children i.e., 5.2 which number, when compared with the strength of the middle class family in Bombay, stands a little higher. The enquiry showed that teachers with higher income have larger families generally. There are 45 families with one or more dependants. The dependants are either aged parents, young brothers or widowed sisters or sisters-in-law, orphaned nephews or nieces, or aunts.

Analysis of Family Budgets. - An analysis of 72 budgets gave the following average of expenditure on various groups; Food, Rs.33.9, fuel and lighting Rs.5.1; rent Rs.12.5; clothing 7.9; Provident Fund and Insurance Rs.5.2; interest on debt Rs.5.2; miscellaneous Rs.15.9; Total Rs.86.0. Though the actual expenditure on food items in terms of money increases with higher income groups, the percentage of

expenditure on food to total expenditure decreases. The inference is drawn that among lower salary groups a large percentage of expenditure on the prime necessities, like food, leaves less for other items of expenditure which make for comfortable living.

Minimum of Subsistence and Standard of Living. - The Report then goes on to consider the question of family budgets in the light of the estimate made by the Salaries Committee of the Government of Madras and the investigations of Dr. Slater and Mr. Leith, and concludes that the minimum requirements of a middle class family of five persons will be :- Food Rs. 25; milk and buttermilk Rs.7-8; ghee and oil Rs.3-4; clothing Rs.8; rent Rs.12; fuel and lighting Rs.3; Total Rs.58-12 or nearly Rs.59 a month.

Bearing in mind that the conception of the minimum subsistence is not the same as that of the standard of living and that the conditions studied are not those of the labouring classes who depend on daily wages, but those of the lower middle classes on monthly salaries, the report has worked out the minimum of subsistence to Rs.72 nearly. Somehow the teacher has to make this sum if he should maintain the standard he is accustomed to and hence lower salaries paid to teachers, it is remarked, do not imply by any means that they would manage to live solely on their salaries. Their low salary is supplemented by income ^{in many cases} derived from undertaking private tuitions.

Salary and Scales. - Analysis of the salary of the teachers from whom returns were received show that among Graduates, 2 teachers of over 10 years' service are drawing salaries below Rs.80; among Secondary Grade teachers 6 with more than 10 years' service are drawing salaries less than Rs.50; and one S.S.L.C. trained teacher of over 15 years' service is drawing only Rs.35. Among Pandits, instructors etc., 8 teachers of over 10 years' service ^{could} under the group Rs.35 and below. It was found that all these teachers had left an institution and taken service in another. Some have seen service in three or four institutions.

There is no uniform salary scale for all the aided schools. The usual scale of salary for L.T. is Rs.60 or 70-5-100 or 120. For the Intermediates, it is Rs.35 or 45-3-60. For the S.S.L.C. trained, it is Rs.30 ^{or} 35-2-45, or 50. For the Pandits and instructors it is Rs.30 or 35-2-50. In those schools with more than one pandit the senior pandit gets a little more than the junior pandits. There is a scale, but the scales of salary do not cover a long period of years. When one, at the age of 25, enters service he reaches his maximum in about 5 or 8 years and then with the growing needs of his family, he has to increase his income by doing extra work which in most cases take the form of giving tuition to boys or of writing books. Under the conditions obtaining at present, supplementary income is an important part of the teachers' total income (ranging from 21 per cent of the total income in the case of collegiate trained teachers to 42 per cent in the case of Pandits). Any profession which makes supplementary income a necessity cuts down the legitimate leisure of the member,

drives him to overwork himself and deprives him of opportunities for social service.

Indebtedness. - Only 7 out of 72 teachers are found to be able to live within the limits of their annual salary. All of them are collegiate trained teachers; 4 of the seven are drawing salaries over Rs.100 per month and their real income is higher still. The other three teachers have just started life and have comparatively small families. One of them owns a house. Except one, the others are not burdened with ancestral debt. The rest of the teachers, it is remarked, are not able to live within their salary limits but are compelled to add to their income by having recourse to tuition work. 24 out of 72 teachers or 33.3 per cent live beyond their income. Two-thirds of the deficit budgets come from the class of teachers whose income does not exceed Rs.80 per month. All of them are lower salaried teachers, (secondary grades, Pandits and instructors) who even with additional incomes are not able to balance their budgets.

22 teachers are free from debts; 7 have debts below Rs.100; 14 below Rs.250; 9 teachers below Rs.500; 7 below Rs.750; 2 below Rs.1000; and 10 teachers have debts exceeding Rs.1,500. It is found that some of the important causes for this indebtedness have been the following: (1) Expenditure on domestic ceremonies. (2) Marriages or deaths. (3) Sickness. (4) Borrowing for unproductive purposes. (5) The credit purchase system. The report states that it is a relief to find that they are wise enough to go to the Cooperative Credit Societies of Fund offices. Of the 72 teachers, only one has borrowed of a Marwari (Professional money lender).

Security of Tenure. - From an analysis of the answers, it is found that some of the causes leading to insecurity of tenure are the following: (1) It is a practice in some of the schools to recruit a teacher in July or August for a period of 9 or 10 months only with a view to avoiding the payment of vacation salary. (2) Some managements keep teachers on probation or temporary service for more than a year, even two or three years, thus avoiding the payment of increments and Provident Fund contribution. (3) In some of the schools under Mission management non-Christian teachers appear to be under constant fear of losing their jobs due to religious preference. But it is clear from the evidence on hand and observation that service conditions and tenure are better in most Mission Schools than those in other schools. (4) The relation of the teacher with the Headmaster is found prominently mentioned by many as one of the causes of insecurity of tenure. ~~Many have referred in somewhat bitter strain to their relations with the headmaster.~~ Service in most of the non-mission aided schools is not on any agreement, notwithstanding the G.O.No.180 re. the agreement.

Conditions of Service. - Most schools meet only for 5 days a week, a few even half a day more and every teacher has to work 18 to 22 hours out of 25 hours a week and to do much correction work out of school hours. There is provision in all schools for casual leave for a period of 10 to 15 days; but there is no uniformity in the provision for sick leave. In some schools sick leave for 15 days or one month

is granted on half-pay. Only in one school a sick leave of 15 days can be accumulated for 8 years and commuted to leave on full pay. Details could not be obtained about the provisions for the payment of gratuity to teachers; but according to the answers received, only a few managements have made provision for the payment of gratuity to those of the teachers who had put in long years of service in their schools.

Conclusion
Suggested Remedies. - Various remedies suggested by teachers show that a large majority of teachers are neither satisfied with the system of education nor with their pay and service conditions; nor are they satisfied with their status in life or with the school conditions under which they have to do their work. It would seem that ~~that~~ the most discontented class among educated people is the teacher class.

Economic Conditions.Mysore Banking Committee Report: Recommendations.

Reference was made at pages 41-42 of our December 1931 report to a Banking Enquiry Committee in Mysore, appointed to study the material furnished in the Indian Central Banking Enquiry Report and the recommendations made therein (For summary of recommendations in the Report relating to provisions re. money lending and cooperation, vide pages 45-49 of our September 1931 report), to examine how far they are applicable to the conditions in Mysore and to formulate proposals for developing the organisation and expanding the operations of the Bank of Mysore in close association with the Government for the general improvement of banking service in the State. The following recommendations inter alia have been made by the Committee in their report which was published recently. The recommendations of the Committee are detailed under two heads: (1) Future constitution of the Mysore Bank and its relation to the Government and (2) development of its organisation and expansion of its operations.

Government and Mysore Bank. - As a result of the examination of the Central Banking Enquiry Committee's recommendation regarding the promulgation of a special Bank Act (vide pages 450-473 of the Banking Enquiry Committee's majority report), the Mysore Committee has arrived at the conclusion that, ultimately, the constitution of the Mysore Bank and its association with the Government should be placed on a statutory basis, but that, for the present, it is necessary to watch the developments in India before having resort to legislation. They are of opinion that the relations with ^{the} Government should rest on a contractual basis as hitherto for another period of not less

than three years, by a renewal of the present agreement with certain changes.

Industrial Finance. - The Committee have devoted great attention to the consideration of the important subject of industrial Finance, ^{particularly to the recommendations of} ~~and refer to~~ the Banerji Committee, the Seal Committee, the Indian Central Banking Committee and the Macmillan Committee. The following scheme, which is calculated to achieve the object in view without materially interfering with the traditional sphere of work ~~of~~ the Mysore Bank, has been suggested: (1) A separate Industrial section may be formed in the Bank of Mysore for dealing with accommodation to Industries. (2) The funds required for this section may be raised in one or more of the undermentioned ways, viz., additions to share capital, long-term deposits from public debentures and deposits from Government. (3) For the purpose of improving the Bank's capital resources and providing adequate funds for the Industrial Finance section, the share capital of the Bank may be doubled. (4) The Government may be requested to advance on the cash credit ~~for a term~~ ~~of ten years~~ ~~in the~~ basis a sum of money up to Rs.1 million. (5) The Government may also guarantee payment of the principal and interest of the debentures that may be floated from time to time by the Bank subject to Government's approval and under such conditions as may be laid down by them provided that the total amount of debenture so issued will at no time exceed the total paid up share capital allotted for the use of this section. (6) The Industrial branch will deal with all classes of industrial loans, (a) block loans, i.e., those secured on the fixed assets of the concerns, and (b) current finance secured on the floating assets and stock-in-trade, as well as on the personal credit of the borrowers. (7) An Advisory Board may be constituted for managing the affairs of the Industrial Section and of considering applications for industrial loans.

Statistics of Indian Cotton Industry.

The following answer containing statistics regarding Indian cotton industry was elicited as the result of an interpellation in the Legislative Assembly on 16-9-1932 by Mr. B.Das:

Mr. B. Das: (a) Are Government aware that most of the cotton mills in India are working double shift and are understood to be making huge profits?

(b) Will Government be pleased to state;

- (i) the number of workers in all the cotton mills in India;
- (ii) the number of handloom weavers; and
- (iii) the production of cotton piece-goods in each case?

(c) Will Government be pleased to lay on the table a statement for the two years 1928-29 and 1931-32, giving:

- (1) the total cotton yarn produced in Indian mills;
- (2) the total piece-goods manufactured in Indian mills; and
- (3) the total cloth produced by handloom weavers,
 - (i) from mill spun yarn, and
 - (ii) from hand spun yarn?

(d) Are Government aware also that handloom weavers, owing to high prices of cotton yarns and low level of prices of cotton goods, are getting most uneconomic wages?

The Honourable Sir Frank Noyce: (a) A number of cotton mills are working on two or more shifts; but I do not think that the majority are so working, and I am not aware that all those so working are making substantial profits.

(b) (1) The number in British India in 1931 was 363,576. Figures, for the whole of India are not available.

(b)(ii) and (d). Government have no information.

(iii) For 1931-32 the figures were:

by mills 2,999 million yards,
by handlooms 1,500 million yards.

(c) A statement is laid on the table giving the information available.

Statement showing the production of cotton yarn and piece-goods
by Indian mills and of cloth by handloom weavers.

	1928-29	1931-32
(c) (1) Total cotton yarn produced in Indian mills.		
Million pounds. ...	648	966
(2) Total piece-goods manufactured in Indian mills.		
Million yards ...	1,893	2,990
(3)(i) Total cloth produced by handloom weavers		
from mill spun yarn. ...		
Million yards 	1,080	1,500
(ii) Figures are not available.		

Employment & Unemployment. ✓Unemployment in India: Visweswarayya's Analysis.

An interesting and well-informed lecture on unemployment in India, its causes and cure, was delivered by Sir M. Visweswarayya, Ex-Diwan of Mysore, before the University Union, Bangalore, early this month. The following is a brief summary of his lecture.

Causes of Unemployment in India. - The unemployment problem in its present acute form in India may be attributed to three causes. One is temporary, attributable to the world wide disturbance of economic order since 1929 due to maldistribution of the world's gold supplies, failure to meet War debts, uneven production and high tariffs. A second cause is the rapid growth of population in India after the War, and a third one, the defects and disabilities under which this country has been labouring for a long time past.

Statistics of Unemployed. - After quoting the numbers of unemployed in European countries, from the statistics supplied by the publications of the I.L.O. and the League of Nations, Mr. Visweswarayya said that the statistics of employment, production, etc., in this country are defective which makes it difficult to get a true picture of its affairs. No data are maintained of industrial establishments which employ less than 20 persons, and no estimates are forthcoming of the value of production or income from agriculture, industries or other occupations. His rough estimate is that the number of unemployed in India is 40 millions and that the total number of persons suffering from insufficient food, clothing, and shelter, even judged by the low Indian standards, cannot possibly be less than a hundred millions.

The Present Unbalanced Occupational Structure. ^{the Main Cause of Indian Poverty:-} The agricultural population of India gets regular employment for from four to six months in the year, and for all practical purposes, has a holiday for the rest of the time. The proportion of population which derives its support from agriculture in India is about 75 per cent. The corresponding percentages in other countries in recent years have been:-

United Kingdom	----	-----	10.0
United States	----	---	22.0
Germany	----	----	30.5
France	----	---	38.3
Canada	--	---	35.0

These figures show that the pressure of the population on the soil in India, is excessive, there being about twice as large a number of persons engaged in agriculture as are to be found in countries in which agriculture and industries are more evenly balanced. The proportion of population which derives its support from industries in India is about 11.2 per cent, the corresponding percentages in other countries in recent years being :-

United Kingdom	---	---	39.7
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United States	...	29.3
Germany	...	38.1
France	...	31.1
Canada	...	26.9

The chief point brought out by a comparison with figures for other countries is that, in many of the other countries, the percentage of population employed in the agricultural group has decreased in pursuance of a policy of industrialisation, while in India, it has gone on increasing owing to the absence of such a policy.

Within the past 24 years, the population of India has increased by about 38 millions. So vast an increase of population in so short a period cannot occur without ~~suffering~~ ^{incurring} a decline in the average income and standard of living. The following table indicates in a rough way the per capita income from industries and agriculture, respectively, of five of the most progressive countries of the world as compared with India:-

<u>Country.</u>		<u>From Industries.</u>		<u>From Agriculture.</u>	<u>Total.</u>
United States of America.	...	1,300	...	286	... 1,586
Canada	...	1,047	...	464	... 1,511
United Kingdom	...	808	...	80	... 888
Sweden	...	334	...	129	... 518
Japan	...	120	...	85	... 205
India	...	13	...	67	... 80

India's income from industries is only about one-fifth of that from agriculture, whereas in the case of other countries their main source of wealth lies, not in their fields, forests and mines but in their factories. In most estimates published by economists, it will be found that in regard to divisible wealth per capita, India ranks lowest of any country in the world, China alone excepted. The population of the country has been growing without any corresponding growth in income. Competent observers have remarked that the village population in many parts of the country lives on food often insufficient and of poor quality, and child mortality is excessive. The average duration of life in India is only about one half of what it is among the more prosperous nations of the West.

Necessity for Increasing Industrial Output. - Sir Visweswarayya then stressed the importance of developing the industries of the country by the Government by a policy of State aid, of restricting the growth of population and of training the individual. He was of opinion that, to increase the industrial output of the country, women should be admitted to many of the occupations now restricted by social conventions to men alone. Sir M. Visweswarayya then referred to the need for the training of the people in self-discipline and in team work and for the Universities devoting more attention to scientific research, engineering, technology and higher commerce. [He goes on to suggest three emergency schemes in order to increase production and enlarge employment. They are:-

- (1) Rapid industrialization ^{by} multiplying factories and

industrial establishments,

(2) Rural Reconstruction by increasing production from agriculture and from cottage and home industries in rural areas by the cooperative effort of the people.

(3) Establishment of Practical Training institutions to provide the first stages of precise knowledge needed for the practice of callings connected with industry and agriculture, for educated youths and adult businessmen.

The following are the salient features of the schemes:-

(1) Rapid Industrialisation. - Industries may be divided into three classes: minor industries including cottage industries, medium scale industries and large scale industries. For developing minor industries, the country is to be divided into small units of 1,000 houses or a population of 5,000. Complete statistics of industrial production in each unit ~~is~~ to be maintained for every year and the optimum conditions for each industry studied. An elected council of representatives consisting of business men and experts, as far as available, is to concert measures to energise the population and mobilise local resources to keep industrial activity at top speed.

As regards medium scale and large scale industries and manufactures, these are to be pioneered by groups of businessmen and financiers with the active support in money and advice of the provincial governments.

(2) Rural Reconstruction. - (Full details of Sir Visweswarayya's scheme of rural reconstruction are given at pages 60-61 of our June 1931 report).

(3) Practical Training Institutions. - This institution is proposed with a view to provide the final stages of instruction, chiefly practical, needed by young persons before entering any particular calling. It may be also attended by adult persons already in business to improve their skill in management. The institution will give the knowledge and skill required by graduates and other young persons who have completed their scholastic training and wish to obtain practice or practical hints before they enter a farm, an industry or a shop. Every city is to have a fully equipped institute, every town a practical training school, and groups of villages ^{are} to join together to have a training class. The Institutes are, in addition to providing instruction, to act as intelligence bureaux to collect and supply information from other centres or from abroad.

Social Conditions. ✓Hyderabad to Legislate Against Begging;Poor Houses to be Established.

The indiscriminate resort to begging by large numbers of the Indian population - by poor, indigent and physically unfit people, by able-bodied men and women who prefer to beg for their living than earn it by honest work, [&] by Hindu religious mendicants and Mahomedan faqirs— has long been a source of acute embarrassment to the public and to the authorities in this country. The absence both of legislation against begging and of Poor Houses etc for the relief of beggars established by the Government, local or municipal authorities, combined with the existence of a religious sentiment, both among Hindus and Moslems, which give tacit sanction to begging for alms by religious mendicants like Gosais etc. has tended to increase the number of beggars in the country. Apart from the huge drain on the national man-power caused by the existence of large numbers of beggars who either would not or could not work, the problem of beggary in India has of recent years been engaging serious attention, in view of the fact that the beggars, who are allowed to roam in unrestricted freedom both in urban areas and in ~~the~~ ^{the} villages and a large percentage of whom are suffering from contagious diseases, are potential carriers of the germs of various kinds of infectious diseases. The presence of large numbers of beggars, both religious mendicants as well as actually poor and disabled persons, at the various annual fairs held at different places ^{and} at important places of pilgrimage, has, in particular, occasioned serious apprehensions among the various sanitary bodies responsible for the maintenance of public health. Though the beggar

problem has often been the subject of lively discussions in the municipal councils of Calcutta, Bombay, Madras and other important cities, the immensity of the numbers concerned and the complexity of the problem have hitherto stood in the way of either the central or the provincial governments, or any of the Indian States from undertaking legislation against beggary on the lines of the legislation on the subject existing in European countries.

Hyderabad, the premier Indian State, is, however, proposing to introduce shortly in the Legislative Council of the State, a Bill for the prevention of beggary in the Nizam's Dominions. This attempt to introduce legislation against begging is practically the first attempt of the kind in India. The preamble to the Draft Bill says; "Times necessitate the regulation of charity. Generous donors have to bind themselves by some rules and regulations. As long as the Government does not apply itself to provide the means of livelihood to the beggars of today all legislation for the prevention of beggary is futile". The following are the principal provisions of the Bill:-

Definition of Beggar. - A beggar is defined as a person begging alms on thoroughfares or in lanes or streets or from door to door either in sitting or standing posture or a person insisting upon begging in a business place or by entering any man's residence, except the religious guru or a religious propogandist.

Poor Houses. - A general committee, consisting of members of the Municipal Committee or any special sub-committee appointed by the local board for the purpose shall be authorised to establish poor houses, to arrange for food, residence, physical exercise, and industrial and religious education for the beggars. The committee can aid poor houses run by the public or recognise such houses as their own.

For every poor house the committee shall appoint managers and the duty and powers of the managers shall be decided by the General Committee.

Facilities for Industrial Education. - In every poor house established, the following arrangements shall be made:-

1. Residence and food for the beggars.

2. Provision for their health and physical exercise.
3. Teaching of hand-industries and mechanical work.
4. Elementary education.
5. Every bona-fide beggar or a person without any support can apply to be admitted into the house. After being admitted the applicant will have to sign a bond to conform with the rules of the house.
6. No beggar who is sent to the poor house by the Fouzdari Nizam (any judge with Fouzdari rights who resides in the locality where the bill is enforced) shall leave the house before the expiry of his term. After the expiry of such term the Fouzdari Nizam will enquire if the beggar has earned the capacity to lead an independent life.
7. If the beggar contravenes the rules and runs away within his prescribed period he is liable to be arrested and sentenced to suffer imprisonment.

Scope of Application. - The General Committee is authorised to receive donations from the public for the upkeep of the poor houses.

To prevent the breach of this law the General Committee will appoint special officers or authorise the Gazetted Officers of the Government.

Six months after the publication of this Bill in the Zarida, the law will come into force in city municipal areas only. If in the opinion of the Government it is found necessary, the bill will be enforced later on in other parts of the Dominions.

It will be noted that besides aiming at the ~~suppression~~ ^{the Bill} ~~of~~ begging, provides also a system of Poor Houses for the relief of the indigent poor and that facilities are provided in the Poor House, for imparting elementary and industrial education to the inmates. Religious sentiments have been respected by the inclusion of a clause in the definition which provides that a religious guru or propagandist who solicits alms is not to be classed as a beggar. Public opinion in Hyderabad State has warmly approved the Bill.

Public Health.First Aid Classes; Working of Bombay Millowners' Scheme.

Reference was made at pages 43 to 44 ^{of the Report of this Office for February 1932,} to a scheme initiated by the Bombay Millowners' Association for organising 'First Aid' classes for mill operatives. The following information about the progress of the scheme is extracted from a Note on the subject published in the printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during July 1932:-

Three first-aid classes were opened in three centres in Bombay City towards the end of 1931, viz, at the Kohinoor Mills' Institute, the Social Service League Hall, and the Currimbhoy Workmen's Institute, respectively and instruction was imparted in English, Marathi and Gujarati. The classes were laid out to accommodate 40 students each. With the exception of the Gujarati class, the classes started with the full complement of students in each case, but after some time, it was found impossible for various reasons to maintain the original strength. For example, some of the mills which commenced to work double shift subsequently, could not dispense with the attendance of some of their candidates. Sickness was also responsible for a number of students missing lectures. In the Gujarati class, only 26 candidates (out of a total provision for 40) were forthcoming, and out of these, nearly half the number found it impossible to continue the course for one or the other of the reasons already mentioned. The final strength of all the classes immediately before the examinations was English— 23, Marathi — 43 and Gujarati — 13. Of these, 20 passed from the English section, 35 from the Marathi section and 12 from the Gujarati section. The instructors were all honorary

workers, being serving Brothers of the Order of the Hospital of St. John of Jerusalem, but the Committee of the Association have recognised their services by sanctioning an honorarium of Rs.50 each, payable by the Association.

At a recent meeting of the ^{of the Association,} Committee, the results of the 4 classes organized by the Association were reviewed, and it was considered that the expenses and labour involved in the establishment of these classes had been fully warranted by the results obtained, which, considering the standard of educational qualification obtaining in a number of cases, should be considered extremely satisfactory. The question of organising ~~and~~ similar classes in the future was also considered, and it was decided that arrangements should be made for a further batch of students to be trained immediately after the monsoon, the Association meeting all the expenses in connection with these classes, and the mills concerned defraying the cost of the students' certificates and badges.

The Housing Problem in Bangalore.

Keen interest is being taken of late by the Bangalore Municipality in housing the poorer classes of the population living in and around Bangalore city (Mysore State). At pages 50-51 of our January 1932 report, reference was made to a scheme sponsored by a municipal councillor to solve the problem; that scheme was referred to the Managing Committee of the Municipality. On 17-9-32 an informal meeting of officials, industrialists, labour representatives and representatives of the Co-operative movement was held in the Bangalore City Municipal Council Chamber, with the President of the City

Municipality in the Chair to consider the scheme of Mr. P.H.Krishna Rao, a municipal councillor, for providing additional housing accommodation in the city to relieve the present congestion. No decision was finally arrived at, but Mr. Krishna Rao's paper gave the following figures about the congestion in Bangalore and ^{an} ~~an~~ outline of a scheme to relieve that congestion.

Extent of Congestion. - The city is now about 12 square miles in area and the population is 172,000. There is an urgent need, according to him, for finding accommodation for 10,000 families in the city today. The problem has been considered by him from three standpoints; (1) the class of people who are to be housed and the types of houses suited for such class; (2) the portions of the city where sites may be allotted or buildings constructed for them; and (3) the several ways in which the scheme may be financed.

Methods of Providing Houses. - As regards the methods of providing the houses, Mr. Krishna Rao said that what is already Government or Municipal land may be divided into sites and allotted to the poor people for ~~upset~~ prices just covering the cost of lay out, or it may even be leased on monthly rents till the upset price is realised, when the property will become the ~~lease~~ lessees, the condition to be enforced being that houses would be built in brick with Mangalore tiles and according to the designs furnished by the Municipality. The next method advocated by him is for the Municipality to build houses and rent them out. Private capitalists, the Government and the Municipality may all finance this scheme and build ~~the~~ houses ranging in rent from Rs.2 to 7. The third method is to build houses and ~~to~~ sell them on the hire-purchase system. This is particularly suited for poor officials. Both the Government and the Municipality can do much to give relief to their employees in this direction. Finally, there is the system of acquiring land, laying them into sites and selling them by public auction.

Mr. Krishna Rao then pointed out the vacant lands in several portions of the city which could be easily available and pointed out the methods of financing these schemes. Forming sites out of land that was already Municipal or Government, and disposing them off was a self-supporting scheme. The cost of acquisition of lands would come to about Rs.500,000 and this would have to be borrowed and the money made good as sites were disposed of. The Municipality would have to borrow money also for building houses and disposing them off on hire purchase system. This would be a self-supporting scheme as the instalments would be enough to pay both interest and the principal. The Municipality would have to provide from its normal revenues money for building houses for its own menials like the sweepers, scavengers and other menials. The Municipality has already made a beginning by providing Rs.10,000 in its budget this year.

Financial Aspect of the Problem. .- The Government, Mr. Krishna Rao said, may help by advancing the necessary money for acquisition and laying out sites without interest, the money being repayable as the sites are being sold. They may contribute money for houses being built and disposed of on hire purchase system to Government officials; and thirdly, Government may contribute outright some money to the House Building Fund for being utilised for building houses and disposing them off outright and building more houses and so on. The Municipality and some private philanthropists may also contribute to this end. The large employers of labour might help by investing a part of their reserves in houses for their labourers. Mr. Krishna Rao then said that private people may be given land at cost price by the Municipality for the purpose of building houses for the poor and certain banks may invest part of their reserves in immovable property. In conclusion, Mr. Krishna Rao pointed out that, if all these agencies co-operated, and were able to invest at least ^{Rs.} 300,000 ~~of rupees~~ per annum, they would be able to build about 600 houses per year and the private people would be able to build another 400 houses making altogether a thousand houses per annum which was the least that must be built to relieve congestion in the city.

It will be recalled that the Whitley Commission had called the the attention of Indian Municipalities to the need for their taking action to relieve congestion within their municipal limits, ^(vide pages 285-286 of Whitley Report.) and that the Madras Corporation has already taken in hand an extensive scheme for the purpose (vide pages 66-68 & 59-60 of our October 1931 and June 1932 reports, respectively). Bangalore City is outside British India and it is a hopeful sign that even in native states the matter is receiving attention.

Health Conditions in Jharia Coal Mines, 1931-32.

The Government of Bihar and Orissa have published the annual report on the working of the Jharia Mines Board of Health for the year 1931-32, in the Supplement to the Bihar and Orissa Gazette dated 21-9-1932 (No.38). The following information regarding health conditions in coal mines area in Jharia is taken from the report.

Jharia Mines Settlement. - In the report for 1930, the population of the Jharia Mines Settlement was given as 518,031. This was

an estimated population, based on the census figures for 1911 and 1921. For 1931, according to the actual census of 1931, the population was 504,736. There were 15,631 births (8,065 males, 7,566 females) during 1931 as against 14,556 (7,471 males, 7,085 females) during 1930. The rate of birth per mille was 30.97 for 1931 as against 28.09 for 1930. The birth rate has increased by 2.88. The report states that owing to the decreased staff available since September 1930, it was necessary to revert to the old practice of obtaining information of births and deaths from the police registers. In 1931 there 8,110 deaths (4,355 males, 3,755 females) in the Settlement as against 8,380 (4,394 males, 3,986 females) during 1930, the rate per mille being 16.07 as against 16.18 during 1930. The rate of increase of population, i.e., excess of birth rate over death rate was 14.9 in 1931 and 11.91 in 1930.

Note on Colliery Population. - From the Monthly Reports submitted by Collieries, the average daily labour force employed in 1931 was 61,504 as against 63,244 in 1930. Of these, 32,386 men and 8,228 women were underground workers and 15,386 men and 5,504 women were above ground workers as against 31,336 men and 8,594 women underground workers and 16,942 men and 6,372 women above ground workers in 1930. The figures show a slight decrease in the number of women employed underground. The total number of births in 1931 among the Colliery population was 2,008 (1,048 males, 960 females) as against 1,586 (824 males, 762 females) during 1930. The rate per mille was 21.77 in 1931 as against 16.72 in 1930. The total number of deaths during 1931 was 1,205 (716 males, 489 females) as against 1,314 (732 males, 582 females) during 1930, the rate per mille being 13.06 in 1931 as against 13.86 in 1930. During 1931 there were 100 cases of Cholera with 30 deaths as against 118 cases with 42 deaths in 1930, and 163 cases of Small-pox with 6 deaths, as against 381 cases with 21 deaths in 1930, in the Settlement. 508 accidents were reported during 1931 of which 133 were fatal, 289 reported as recovered and 106 minor, as against 133 fatal, 284 ~~fatal~~ reported as recovered and 101 minor accidents giving a total of 434 in 1930.

Dhanbad Municipality. - The Jharia Mines Board of Health undertakes the administration of the Food and Drugs Adulteration Act, the control of epidemic diseases and all vaccination work within the municipality. The population within the municipal area is 16,356, according to the 1931 census figures. During the year under review, the Jharia Drainage Scheme was taken over from the District Board. A sum of Rs.10,000 was allotted by the Jharia Mines Board of Health for the completion of the Scheme which is hoped to be effected by March 1932. The Dhanbad municipality is responsible for the conservancy work within its own area. Sanitary conditions are reported to be not as good as one would like them to be. There has been some improvement since last year chiefly in the matter of the construction of a few important drains. An effort to work in conjunction with the East Indian Railway Sanitation Committee is at length meeting with some success.

Water Supply. - In the course of 1931, eleven collieries were connected to the Jharia Water Board mains, bringing the total number of connected collieries to 163. 39 still remain unconnected for various reasons but chiefly because they are small collieries and cannot afford a connection. During the year notices were issued by the Board on six collieries, requiring them to link up. Attempts continue to be made to educate and encourage villagers to accept the responsibility of protecting their own water-supplied but without much success.

Housing on Collieries. - The Moratorium first granted in 1926, suspended the Housing Rules, but nevertheless there has been an improvement in conditions as is shown by the fact that the number of permanent licences for approved houses issued by the municipality has been increasing and that the number of temporary licences for non-standard houses has been decreasing during the period since 1926. In August 1930, the Board decided that the Moratorium should cease in February 1931, but, at a meeting held in July 1931, reconsidered their decision on account of the poor condition of the coal industry generally, ^{and resolved that} the date of the final closing of the Moratorium is to be decided later.

Food Adulteration. - The campaign against the sale of adulterated and impure foodstuffs, which had been progressing, met with a check early in the year, owing to a decision of the High Court, whereby it was made evident that the Act is not perfect as it stands. Prosecution of wholesale dealers who sell ghee in unopened tins was therefore not undertaken during the year. Government have decided that amendment of the Act is not necessary, but they pointed out that a wholesale dealer selling adulterated ghee from a particular source may be warned ^{that} that ghee is adulterated, whereafter if he again sells ghee bought from that source he would be liable to prosecution if the ghee is found to be adulterated. During 1931, 116 prosecutions were undertaken of which 101 resulted in conviction.

Maternity and Child Welfare Scheme. - The Board engaged a Maternity Supervisor in November 1930, but the work did not actually begin till early in 1931. A group of adjacent collieries was chosen to begin with. These either engaged a midwife for the colliery alone, or two or three collieries combined together to share the cost. In all, four midwives were engaged by these collieries during the year. Their work was supervised by the Board's Maternity Supervisor. Maternity and child welfare centres have been formed with the aid of the collieries concerned, at 4 places.

A certain amount of work has also been done in independent collieries in the neighbourhood. At these centres indigenous dais are trained, and paid for attending classes. The Board originally sanctioned Rs.4,000 for the first year's working. Of this, it was found that only Rs.3,000 would be required ~~and~~ it was decided to increase the allotment by Rs.1,000 making it Rs.5,000 for 1932. The Board has sanctioned the extension of the maternity and child welfare work with the employment of a Health visitor as from the 1st January 1932. It is hoped ultimately to cover the whole coalfield area but, the report states, that, owing to financial considerations, progress in this direction must at present be slow. The scheme so far has proved an undoubted

success though it has not appealed to all the collieries concerned to an equal degree.

(The Health conditions in Jharia Mines ^{during} 1929-30 and during 1930-31 were reviewed at pages 5-8-~~1931~~ of our January 1930 report and at pages 62-65 of our October 1931 ^{revised} report).

Combating Smoke Nuisance:

Report of Bengal Smoke Nuisances Commission -1931.

The following information about the efforts made to rid the atmosphere of Calcutta and its suburbs from the black smoke emitted from factory chimneys etc., which constitutes a serious menace to public health, is taken from the annual report for 1931 issued by the Bengal SSmoke Nuisances Commission:-

Average Emission of Smoke Reduced. - The average emission from each factory chimney in Calcutta and its suburbs was, according to the Report, the equivalent of .18 minutes of dense black smoke per hour. In 1931, it was reduced to .08 minutes, which was the lowest recorded, and means that the total black smoke had been reduced by about 900 minutes. In 1906 the daily emission of black smoke was about 200,000 minutes; and in 1931 it is about 3,100 minutes. The report states that the difficulty lies in bringing the people who are responsible for the emission of smoke to recognize the extent to which they are doing harm, and to limit the output of smoke to the lowest possible extent. It is a well-known fact that a large amount of the smoke is due to ~~the quantities issuing from~~ the multitude of fires in the streets, dwelling houses and bustees (workmen's quarters).

Domestic Smoke Nuisance. - The most deadly of the smoke nuisances, it is stated, is the low-lying smoke discharged at ground level from over a quarter of a million furnaces which for several hours, particularly during the cold weather evenings, shrouds some suburban areas in an irritating and suffocating pall. Although domestic smoke does not come under legislation, the Commission decided to tackle the problem on a small scale, and during the last eight months of 1931 the chief and assistant inspectors visited bylanes, carried out instructional tests and demonstrated to the people that to stop smoke, more draught was required when lighting fires. The eight months' local experience showed that domestic smoke could be very greatly reduced. An unsuccessful attempt was made in the past to secure legislation to deal with this evil, but, it is reported, another attempt will be made shortly.

Statistics of Offences Reported. - During the year 4,864 offences were reported against 4,217 in the previous year. Statutory warnings were served in 7 cases against 6 last year. Inspections and tests for educational purposes rose from 9,135 to 15,135. The Commission is convinced that a broad educational and cooperative policy in the skilled work of smoke abatement gives the best results. During the year 78 complaints were received against 56 in the previous year. Many of the complaints were against domestic smoke, regarding which no action could be taken under the existing legislation. Proposed amendments to the existing legislation, it is stated, are under consideration, which it is hoped, will shortly be submitted to Government.

Smoke Nuisance in Industrial Concerns. - With regard to industrial concerns, the report states that properly proportioned furnaces, flues and chimneys are the basic factors for efficient smoke abatement; thus increasing the power of the plant and reducing overhead and fuel expenses. Under the existing legislation, new plants installed or alterations made to old ones must be approved by the Commission. During the year, the Commission examined and approved 52 plans covering nearly all types of industrial furnaces. The Commission recommends the installation of electrical and smokeless gas appliances, both for commercial and domestic use, as permanent remedies for atmospheric pollution, and are glad to note that there is an increasing demand in Calcutta and Howrah for these appliances.

Concluding, the report states that the emission of black smoke from the chimneys of factories, steamers, etc., is not only a sign of fuel waste but causes injury to health, and is destructive of all kinds of materials, buildings and vegetation, and calls for the co-operation of managers, engineers and others in a determined effort to abolish this nuisance.

Agriculture. ✓

Progress of Agricultural Education in Burma,
1931— 32.*

The Report on the operations of the Department of Agriculture, Burma, for the year ending 31-3-1932 gives the following information regarding the progress of agricultural education in that Presidency.

Agricultural College, Mandalay. - Owing to the necessity for economy, recruitment of students was suspended, with the result that there were only two classes, a second year and a third year class, in attendance during the year. In the second year class there were seventeen on the roll and in the third year class nine. Of the nine third year students who sat ^{for} the final diploma examination in March 1932, eight passed, one with a first class, and seven with second class diplomas. The Principal reports that the results were, if anything, below the average and the year was not a particularly good one. It has been decided to suspend recruitment again so that, during the coming year, there will only be a third year class of eighteen students.

Pyinmana Agricultural School. - The School is an attempt to provide an agricultural training in addition to the ordinary middle school curriculum. It has been in existence since June 1923. The school reopened in November 1931 with 81 pupils: 27 in the First year class, 21 in the Second year class, 8 in the Third year class, 22 in the Fourth year class and 3 in Special classes. Two left during the year, leaving 79 at the end of the year. Owing to financial stringency, Government has been compelled to reduce its former annual

* Report of the operations of the Department of Agriculture, Burma, for the year ended the 31st March 1932 - Rangoon: Supdt., Government Printing and Stationery, Burma 1932. Price Rs. 1-8-0 = 2s.3d. - pp. 35 + XXXV.

grant to the school from Rs.22,000 to 10,000. The Superintendent of the school has, therefore, prepared a readjustment programme for the school which is ^{reported to be} ~~at present~~ before the committee of management. The scheme proposes reduction in the courses, in the sholarships, in the number of students and in the staff of the School.

Farm Schools. - As in previous years, farm schools were maintained at the Hmawbi and Mahlaing Agricultural Stations. At Hmawbi ten students were enrolled for a nine months' training class. One student had to leave on account of sickness and the remaining nine were successful in the final examination held in January 1932. The Deputy Director remarks that the classes continue to be popular and the number of applications for admission increases yearly. He points out that, while some of the applicants hope to obtain fieldmen's posts in the department after completing the course, an increasing number are prepared to attend in order to become better fitted to work their own land or that of others.

At Mahlaing, thirty-two applications were received and twelve pupils enrolled. The morning sessions were devoted to practical work in the field and the afternoon sessions to simple veterinary hygiene, farm carpentry and the theories underlying successful farm practice. At present the extensive demonstration scheme financed by the Indian Central Cotton Committee is absorbing most of the passed pupils as demonstrators but four returned to work their own land and it is hoped that the number of such will increase yearly.

Training of Adult Cultivators. - Owing partly to financial stringency and partly to the disturbed state of many of the districts, activity under this head was greatly curtailed. In only three circles were attempts made to continue the provision of such training.

In the West Central Circle five cultivators were given a two months' course of general training. The practice of taking cultivators from backward tracts to adjacent areas in which are to be seen the crops and methods advocated by the department, was continued and 92 cultivators were given demonstrations in this way. In the East Central Circle five students were given a five months' course of training in practical work on dry zone crop cultivation and cattle management on the Tatkon farm from June to October 1931. At the Mudon Agricultural Station one short course of one month's duration was held, 13 students attending ~~the~~ course on horticulture. At Mudon advantage is taken of the fact that Moulmein is an important education centre to bring the pupils of the schools into contact with the work of the department. This has been done by fixing definite days for pupils of schools to visit the station when they are received by an officer of the department who conducts them round. During the year five schools visited the farm and some of these paid several visits. Three schools have also had the nucleus of an agricultural museum prepared for them to be added to and gradually improved in course of time.

(The Report on the operations of the Agricultural Department, Burma, for 1930-31 was reviewed at pages 56-58 of our November 1931 Report.)

Rural Uplift in C.P. : Government Scheme.

Of recent years, increasing attention is being paid by provincial Governments ^{and} a few of the Native States to the uplift of the rural masses, and a few of them, notably ~~in~~ the Punjab, the United Provinces, and Baroda have already put into execution their schemes with a

considerable degree of success. According to press reports, the Government of the Central Provinces intend~~d~~ embarking on a scheme of rural uplift shortly. The C.P. Government became interested in the subject since 1928 and deputed one of its educational officers to study the Punjab scheme which has yielded good results. The main recommendations made by that officer were that a Board on the lines of the Rural Community Board in the Punjab, consisting of the heads of the various nation-building departments and some non-officials, be constituted, and that a grant to meet a part of the cost of starting 50 night schools (to the District Councils be sanctioned). Neither of these recommendations were actually given effect to, although an effort to provide for the grant to the District Councils in the budget was made ^eonce or twice. All the same, experiments in the village uplift work are being carried on by some Government officers in many parts of the province, but there is no central body to guide them and coordinate their efforts. The present scheme of the Government was drawn up by the Hon. Dr. P.S. Deshmukh, Minister for education.

The rural uplift contemplated by the scheme is to be made in three directions: (1) literary (2) cultural and (3) utilitarian. The following are the salient features of the scheme.

1. Literacy Uplift. - The first part was mainly intended for the removal of illiteracy, and it was proposed by the minister that the Government should undertake to train about 100 educated volunteers for about 6 months and then ask them to reside in chosen villages for a period ranging from 2½ to 3 years. They would be receiving a salary of Rs.20 to Rs.35 according to circumstances, it being fully recognised that this was not a full recompense for their valuable services. During the period of these 2½ or 3 years, the volunteers would be set the task of carrying the torch of literacy to as many villagers as possible and live in a manner so as to serve as a model for the rural population, a mode of living that will be fixed for them by the Central Board.

2. Cultural Uplift. - In the second part of the scheme was

included cultural education of every kind and it was proposed that this should be imparted through a series of lectures and distribution of pamphlets and lantern shows. The idea was to harness the services of the professorial staff in the colleges for the purpose of writing simple lectures on such subjects and in such a manner as would increase the stock of information of the village-folk and serve generally to widen their cultural horizon.

3. Economic Uplift. - In the third part, it was proposed to employ the same method as was suggested for cultural uplift for the purpose of carrying useful practical hints and information on such subjects as agriculture, co-operation, medical relief, veterinary treatment, etc.

4. Action Taken on the Scheme. - After having drawn up this scheme and calculating its cost approximately, the Education Minister had it circulated to the heads of the departments and some non-officials. Most of those, while approving of the basic idea, offered criticism on the details and suggested some slight changes. The whole matter was then considered by the C.P. Government, and it was decided that in the first place, a Board, called the Village Uplift Board be at once constituted. The duty of this Board is to draw up a well-thought out scheme for the Government's approval and orders instituting this Board have accordingly been issued.

The Board consists of the Minister for Education as chairman, the various heads of the departments, such as agriculture, co-operation, medical relief, etc., along with the Vice-Chancellor of the Nagpur University, Chairman of three District Councils and two non-officials. It is understood that owing to lack of funds, the actual work of the Board could not be begun this year. The Education Minister is, however, exerting his utmost to see that some provision finds place in the next budget so that a beginning in this matter ^{next year} ~~is~~ is made.

Agricultural Statistics of Indian States, 1929-30*

A review of the Agricultural Statistics of British India during 1929-30 was given at pages 69-73 of the June 1932 report of this Office. The corresponding information for the Indian States which is given below is taken from vol. II of Agricultural Statistics of India, 1929-30,

* Department of Commercial Intelligence and Statistics, India - Agricultural Statistics of India 1929-30 - Vol. II - Area, Classification of Area, Area under Irrigation, Area under crops, Live-Stock, and Land Revenue Assessment in certain Indian States. - Published by order of the Governor-General in Council - Calcutta: Government of India Central Publication Branch 1932 - Price Re.1-10 or 2s.9d. -pp.V+94 (46th issue) (No.2363).

recently issued by the Department of Commercial Intelligence and Statistics of the Government of India. This volume deals with statistics for Indian States as far as reported. As in the previous issues, summary tables have been inserted to show the total figures relating to area, the classification of area, and the area under crops for each State or group of States, and the totals for all the reporting States. These statistics are defective for comparative purposes, as additions have been made in the number of reporting States from time to time. It should be noted that the agricultural statistics of Indian States are incomplete. They are also of far less accuracy than those of British Provinces published in Volume I. As these States comprise one-third of the total area of India, the importance of the statistics relating to them can scarcely be over-estimated.

Area and Population of Indian States. - The total area of Indian States is 462 million acres (721,000 square miles), with a population of 72 millions according to the Census of 1921. These States are divided, for purposes of agricultural statistics, into two main classes, namely, (1) States within the jurisdiction of Local Governments and Administrations, and (2) States having direct political relations with the Government of India. The total area of the States coming under the first category is 92,419,000 acres with a population of 15,544,000. The agricultural statistics dealt with in the present report, in so far as they relate to States in the first category, relate only to 31 States in the Bombay Presidency, the Punjab and the United Provinces, for which alone information is available. The total area of these 31 States is 8,701,000 acres and the total population 1,844,000.

The total area of States coming under the second category is

369,246,000 acres with a population of 56,395,000. Returns were received from only 39 States in this category, having a total area of 250,349,000 acres and a population of 46,683. These States, therefore, contain 56 per cent of the total area, and 68 per cent of the total population, of the Indian States. From the total area of all the 70 reporting States (259,050,000 acres), deduction must be made of 120,141,000 acres, comprising chiefly unsurveyed areas and lands held on privileged tenures, for which statistics are not available. The net area actually covered by these statistics is, therefore, only 138,909,000 acres by professional survey or 139,162,000 acres according to village papers.

Classification of Area. - The area of 139,162,000 acres is classified for purposes of agricultural statistics as shown in the table below:-

	Thousand acres	Per cent.
Forests. ..	16,895	12.2
Not available for cultivation ...	25,644	18.4
Culturable waste other than fallow.	17,444	12.5
Current fallows.....	12,642	9.1
Net area sown ...	66,537	47.8
Total	139,162	100

This net area sown excludes areas sown more than once in the year. If areas sown more than once are taken as separate area for each crop, the gross area sown in the year of report amounts to 69,974,000 acres.

Irrigation Statistics. - The total area irrigated in the reporting States during 1929-30 was 9,763,000 acres, as against 9,335,000 acres in the preceding year. Of this, 3,148,000 acres were irrigated from Government canals, 968,000 acres from private canals, 1,443,000 acres from tanks, 2,578,000 acres from wells, and the remaining 1,626,000 acres from other sources of irrigation. These figures, however, do not take into account areas sown more than once during the year with the help of irrigation, but indicate the extent of land actually irrigated. If areas sown more than once are counted as separate area for each crop, the gross area of irrigated crops amounts to 10,328,000 acres, of which 8,734,000 acres were under food crops. Of the total area sown, food crops occupied about 50,734,000 acres, or 73.2 per cent and non-food crops about 18,545,000

acres, or 26.8 per cent. Of the food crops, food-grains (cereals and pulses) occupied as much as 47,603,000 acres, or 68.7 per cent of the total area sown, and other food crops (condiments and spices, sugar, fruits and vegetables, and miscellaneous food crops together) covered some 3,131,000 acres, or only 4.5 per cent of the total. Of the non-food crops, oilseeds occupied 5,715,000 acres, or 8.3 per cent of the total area sown, fibres such as cotton, hemp, etc., 6,760,000 acres, or 9.8 per cent, and fodder crops 4,372,000 acres or 6.3 per cent. The other non-food crops, namely, dyes and tanning materials, drugs and narcotics (tobacco, tea, coffee, opium, etc.) and miscellaneous non-food crops together covered about 1,698,000 acres, or 2.4 per cent of the total.

Classification of Area Sown. - The gross area cultivated with crops in the reporting States covered nearly 70 million acres in 1929-30. The different classes of crops and the area occupied by each class are shown in the table below:-

	Thousand acres.	Per cent of total.
Food-grains.	47,603	68.7
Condiments and spices.	426	.6
Sugar	168	.2
Fruits and vegetables.	975	1.4
Miscellaneous food crops.	1,562	2.3
Total of food crops.	50,734	73.2
Oilseeds	5,715	8.3
Fibres	6,760	9.8
Dyes & tanning materials	7	...
Drugs and narcotics	429	.6
Fodder crops	4,372	6.3
Miscellaneous non-food crops	1,262	1.8
Total non-food crops.	18,545	26.8

Statistics of Live Stock, Ploughs and Carts. - According to the returns from 91 States which were collected in connexion with the third All India Cattle Census held in 1930, the total number of live-~~stock~~ stock of the bovine class (bulls, bullocks, cows, buffaloes and young stock, i.e. calves and buffalo calves) in these 91 states is 47,104,000, of the ovine class (sheep and goats) 32,052,000, and of horses and ponies, mules, donkeys, and camels, 1,602,000. The numbers of ploughs and carts are 5,828,000 and 1,821,000 respectively.

(The Agricultural Statistics for British India is reviewed at pages 69-73 of the report of this Office for June 1932).

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Imperial Council of Agricultural Research:

Report for Period 1-6-29 to 31-3-1931.

At pages 69-70 of the Report of this Office for June 1929 reference was made to the setting up of an Imperial Council for Agricultural Research, as a result of the recommendations of the Agricultural Commission. The first report on the working of the Council (for the period 1-6-1929 to 31-3-1931) has recently been issued and the following information on the work accomplished by the Council is taken from the report:

Development of Sugar-Cane Industry. - The council consists of an Advisory Board and a Governing Body. It held its inaugural meeting in June, 1929, when the representatives of the Provinces reported the progress made by the Provincial Governments in preparing schemes for assisting the sugar industry, and the Council decided to developing the sugarcane industry in India. The Committee of the Advisory Board recommended an inquiry by the Tariff Board into the question of granting protection to the sugarcane industry. Pending the full consideration of the Tariff Board's report, the Government of India have already taken action and raised the duties on imported sugarcane. The Council also gave effect to the committee's recommendations for establishing sugarcane research stations in sugar-growing provinces, the appointment of a technologist and the endowment, in collaboration with the Government of the United Provinces, of a model sugar factory at the Harcourt Butler Technological Institute, Cawnpore.

Improvement of Rice Crops. - Next, the Council attended to the needs of rice crops. Proposals for rice research from Assam, Bengal, Bihar, Burma, the Central Provinces, the United Provinces and Madras were considered by a Rice Sub-Committee of the Board and a coordinated scheme of research stations was evolved. The Committee also recommended that, in addition to the actual production of improved strains, each station, should devote attention to the general genetics of the rice crop and to the clearing up of the obscure points in connexion with the inheritance of characters. The total cost of these schemes came to Rs.11,22,408, of which only Rs.203,279 were contributed by the Empire Marketing Board, but ^{partly} progress was hampered owing to lack of funds.

Indigenous Fertilisers. - The Council appointed a committee to investigate problems relating to the conservation of indigenous fertilisers and to prepare a programme of research. The Committee recommended that Provincial Departments of Industries should provide financial and technical assistance to individuals and co-operative

societies requiring it for starting bone-crushing factories and secondly the Council should offer a prize of Rs.3,500 for a bone-crusher worked by bullock power or engine power. The second recommendation has been accepted while the first is under consideration.

Agricultural Research. - The Council also popularized agricultural Research in Universities. Nine applications for grants to carry on research in various branches of agriculture were received from Indian universities, of which five have been sanctioned. Four are under consideration. Requests for grants for schemes of research with an agricultural basis are coming to the Council in an ever increasing stream from the Universities, but that is not so on the animal husbandry side.

Animal Husbandry. - Animal husbandry research which should, from its importance to a country ~~such as~~ ~~exists~~ like India where animal power is still predominantly used in the practices in agriculture, claim an equal share in the Council's activities, did not do so during the period under review, owing to the fact that the Veterinary departments in India are greatly under-manned and secondly because the facilities for animal husbandry work had been very inadequate at most of the Veterinary colleges in the past.

Dissemination of Information. - The Council, has, during the period under review, developed its activities in the matter of ~~the~~ dissemination of information, (1) by providing facilities to scientific workers in India to attend ~~the~~ Imperial and International conferences bearing on agriculture and animal husbandry, (2) by subscribing to Imperial and International Institutions which purvey information of value to workers in India and (3) by means of its publications, (a) the journal "Agriculture and Livestock in India", (b) the Indian Journal of Agricultural Science, and (c) the Indian Journal of Veterinary Science and Animal Husbandry.

Migration

Indians in South Africa - 1931.*

The following information regarding Indians in South Africa is taken from the Annual Report of the Agent of the Government of India in South Africa for the year ending 31-12-1931:-

The Transvaal Asiatic Tenure (Amendment) Bill. - The most important problem confronting the Indians in South Africa during the year under review was the Asiatic Tenure Bill. The Bill was due for second reading on 16-2-1931, but the debate on the second reading did not take place in deference to the request ~~the~~ made by the Government of India that the Bill should be postponed, pending a Conference with the Government of India. The Conference, which at first was scheduled to meet in October 1931, was later postponed to January 1932. The report states that while the majority of the English papers was in favour of the continuance of the Agreement with India, the "Natal Mercury" and a few other papers were of opinion that little good would result from the proposed conference and that in view of the fact that no useful results had followed from the Cape Town Agreement of 1927, a fresh "Agreement" on the same lines would serve no purpose. (The principal changes made in the Bill as a result of representations made by the Indian delegates to the last Cape Town Agreement ~~is~~ given at pages 76-77 of this report).

The Immigration (Amendment) Bill. - On 2-2-31 Dr. Malan introduced a new immigration (Amendment) Bill. The Bill may be divided in to two parts, ^{which} that which affects Asiatics and Europeans alike, and that which affects Asiatics alone. In the first class there were two clauses which alarmed Indian~~x~~ opinion. The fears in regard to the first ~~#~~ of these clauses centred round the appearance of the crime of sedition as an offence for which a conviction renders a person a prohibited immigrant and the addition of the words "at any time" at the beginning of the paragraph. During the Committee stage, however, the words "at any time" were deleted from the Bill as being superfluous. Sedition and high treason, though not mentioned in the principal Immigration Act as originally passed in 1913, had already been added to the list of deportable offences by the Riotous Assemblies Act of 1914. Therefore the new paragraph merely consolidated the law and did not alter the position in regard to deportable offences. The second of the two clauses mentioned above, gives the Minister very wide powers. The report points out that when the clause is read in conjunction with certain section of the principal Immigration Act, it becomes clear that the Minister's power to deem a prohibited immigrant any person convicted of any offence in the Union will not apply to a person who has acquired a domicile. This power would, however, apply to those Indians who returned to South Africa before July 5th, 1930, and ~~returner~~ after a considerable absence, and are now required to re-earn their domicile, during the three years' continuous residence necessary for this purpose. There is a fear in the Indian community that this very wide power may be used to deport such persons if they commit the most trivial offences. However, when regard is had to the words "and by reason of the circumstances of such offence" in the new

* Annual Report of the Agent of the G. of India in South Africa for the year ending 31-12-1931. Calcutta, Govt. of India Central Publication Branch: 1932. Price Re 1/6/- or 25. Bd. p. 28.

paragraph, it seems unlikely that this would often be the case.

The second part of the Bill is more important. The first provision in it that gave rise to alarm affected inter-provincial movement by limiting the right of Cape and Natal entry granted to those entitled at the time of the passing of the principal Immigration Act to reside in any Province by Section 4(2) (2) of that Act to such as had retained their domicile in the Union since the passing of that Act. The Agent, however, was successful in getting this clause altered into the form of the present section which retains the right of Cape and Natal entry for any person "domiciled in any Province of the Union," provided he was lawfully entitled to reside in any Province of the Union at the time of the passing of the 1913 Act, instead of confining it to those who had retained their domicile ever since the passing of ~~that~~ that Act. As the law now stands, such persons will re-acquire the right of Cape and Natal entry along with the rights of domicile, that is, at the end of three years' continuous residence in the Union. Therefore, hardly any Indians are expected to be permanently affected by this alteration in the law.

The clauses, however, which aroused the greatest discussion were the clauses dealing with registration certificates. Their net result is the abolition of the permanent right of entry into and residence in the Transvaal which was embodied in a registration certificate. The view of the Indian community was that these new provisions take away a definite right acquired as the result of the passive resistance movement, namely, the right of a registration certificate holder to enter and reside in the Transvaal at any time for the rest of his life. In this connection there can be no doubt that Act 37 of 1927 left Section 4(2)(b) of the principal Immigration Act intact, and from this it was natural to draw the conclusion that the Government did not intend to interfere with the rights of entry and residence conferred on registration certificate holders by Act 36 of 1908. The Government view on the other hand was apparently that in 1927 the point had been overlooked that since Sections 2 and 11 conferred on holders of registration certificates a permanent right of entry into and residence in the Transvaal, such persons would not be debarred from entering the Transvaal in the future even if their domicile had been lost by more than three years' absence. On this question of registration certificate holders the Minister refused to alter the Bill in any way.

The Bill does not appear to affect Natal and Cape Indians nor would it affect Transvaal Indians who retained their domicile, provided that these persons do not in the future remain more than three years outside South Africa. The effects of the Bill, according to the report, will probably ~~be~~ be two-fold. In the first place it will definitely put a stop for the future to registration certificate holders staying outside South Africa for more than three years. Before its passage public opinion had remained vague as to whether this right had or had not been removed by the 1927 Act. Secondly, it will destroy any chance of return to South Africa for Indians who, relying on the provisions of Act 36 of 1908 in regard to registration certificates, failed to return before July 5th, 1930 (the date mentioned in the 1927 Act) after over three years' absence, or, having returned, having once more sailed for India. It is hoped that the number of such persons is small.

The Franchise Bill. - During the period under review, a new Franchise Bill was passed providing for adult male suffrage for Europeans throughout the Union. Previous to 1930 the position had been that adult male suffrage for Europeans existed in the Transvaal and in the Free State, but in Natal and the Cape there was a property and educational qualification. During the 1930 Session General Hertzog passed a Bill giving votes to white women throughout the Union on a universal suffrage basis. The anomalous position therefore resulted that in two Provinces of the Union, one of which was the Cape, the women's franchise was wider than the men's. The reason for introducing the present Bill was said by the Government to be the necessity of regularising this position. This Bill clearly weakens the whole non-European vote in the Cape, the Indian vote included. The number of Europeans will only obtain the vote if they possess the necessary property and educational qualifications. On 4-3-1931 the Bill passed its second reading after a most interesting debate. The Cape South African Party members strongly opposed it. The main point they made was that it represented a complete change of policy from that enunciated a year previously, when it was stated that the "coloured" people were to be taken out of the non-European category and were eventually to be treated like Europeans. Indians joined in the general protest of Cape non-Europeans against the Bill, which, however, left the Government unmoved.

*employment
of Natal
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Labour Situation in Natal. - The report states that during the period under review, increased considerably. The class that is suffering from unemployment is that of the urban labourers and miners rather than that of agricultural labourers and small cultivators. The reasons, according to the report, that have led to this state of affairs may probably be grouped under three heads. The first is the "white labour" policy of the Pact Government, that is, the policy of replacing retiring Asiatics in all branches of Government service by whites. The second factor is the progressive replacement of unskilled labour by machinery. In Natal the majority of Indian workmen are unskilled, in fact, it was only recently under severe economic pressure that the Europeans began to invade this sphere. In skilled work, in the running of machines or in their manufacture, the Indian must be at a disadvantage in comparison with the European, owing to his restricted opportunities for obtaining a good technical education. The third factor is undoubtedly the trade depression. This has particularly affected the coal mining industry of Northern Natal where most of the semi-skilled work is performed by Indians.

It would not be correct, the report states, to ascribe Indian unemployment in any great measure to recent industrial legislation, that is, to the Industrial Conciliation Act of 1924 and the Wage Act of 1925. These Acts have led to an increase in wages that in some cases may be excessive but there is no evidence that this result has thrown Indians in any large number out of employment. Further, Indians are stated to be beginning to take their place in the unions. All the unions now have in theory an open constitution. Though in some of the larger bodies, such as the Typographers' Union, Indian influence is at present small, yet the Furniture Workers' Union has an Indian

majority and had till recently an Indian Secretary.

There are three grounds on which Natal Indians criticise the Government's labour policy. The first is that the Government is weeding out all Indian Government employees, the second is that it is exerting pressure on the Municipalities with the purpose of inducing them to replace Indian employees by Europeans and the third is that it is using similar pressure on private firms. The policy of the Municipalities in regard to their Indian employees has, however, been less unfavourable than that of the Government in regard to theirs. One other matter in connection with labour policy seriously alarmed the Indian community during the period under review. This was that, whereas the existing Workmen's Compensation Act of 1914 laid down a rate for compensation that was of general application, the new repealing Act that was introduced last Session lays down a special scale for Asiatic workmen, lower than the European scale. The Agent, however, understands that these discriminatory provisions might be withdrawn.

Assisted Emigration. - During the first ten months of the period under review, the number of persons availing themselves of the scheme continued low but during the last two months there was a most remarkable increase. During this period three ships sailed for Madras and Calcutta, on one of which as many as 521 persons embarked. The main reason for the remarkable increase in the number of assisted emigrants, according to the report, was the ~~acute~~ acute unemployment among Natal Indians, though Congress speakers have also attacked Government policy in this connection. Further, there appear to have been widely spread rumours that the grant of bonus would cease after the Cape Town Conference. During the year 1,707 persons proceeded to Madras and Calcutta, 1,307 of these going during the last six months of the year. Further, 254 persons sailed by British India mail steamers to Bombay. Therefore the total number of assisted emigrants during the year amounted to 1,961.

(The Annual Report of the Agent of the Government of India in South Africa for 1930 is reviewed at pages 76-81 of our August 1931 Report).

Present Position of Indians in South Africa:

Government Statement in the Assembly.

The following valuable information regarding the present position of Indians in South Africa was elicited from the Government of India *through Mr. S. Bajpai, made by Mr. G. S. Bajpai in the Legislative Assembly* in the form of a statement on 12-9-1932, as the result of certain interpellations on the subject.

Assisted Emigration Scheme Abandoned. - As it was recognised that the possibilities of the Union scheme of assisted emigration to India were now practically exhausted, action was taken by the Government of the Union to dismiss, with effect from 31-3-1932, the special staff which they had previously employed to explain the provisions of the scheme of assisted emigration which was agreed upon as a result of the 1927 Conference.

Colonisation Scheme. - On the question of the Government of India co-operating with the Union Government in exploring the possibilities of a colonisation scheme for settling Indians both from India and from South Africa, in other countries, it was stated that no suggestion has yet been received from the Government of the Union, with whom initiative in the matter rests. A conference of the South African Indian Congress, which met at Johannesburg on the 27th and 28th of August, is reported to have decided unanimously to appoint a delegate to the proposed committee of investigation, on the understanding that such cooperation should be taken to be inspired by patriotic motives, and should be limited to ascertaining if there exist any good opportunities for South African Indians in countries to ~~which~~ which the exploration might be directed.

Transvaal Asiatic Tenure Bill. - Regarding the changes made in the Transvaal Asiatic Tenure (Amendment) Bill as a result of representations made by the delegates from India in a sub-committee of the last Cape Town Conference (1932), the following modifications made in the Bill, in the course of its passage through the Union Parliament, which tend to safeguard further the position of Indians, were made:

Clause 5 of the original Bill, which sought to segregate Asiatics by provision for the earmarking of areas for the occupation or ownership of land exclusively by Asiatics, has been deleted. Instead, the Gold Law has been amended to empower the Minister of the Interior, after consultation with the Minister of Mines, to withdraw any land from the operation of sections 130 and 131 of the Gold Law, in so far as they prohibit residence upon or occupation of any land by coloured persons. This power will be exercised, after inquiry into individual cases, by an impartial commission, presided over by a judge, to validate present illegal occupations and to permit exceptions to be made in future from occupational restrictions of the Gold Law.

Fixed property acquired by Asiatic companies up to 1st May, 1930 in which the controlling interest was nominally in the hands of Europeans but de facto in the hands of Asiatics, or which stood lawfully registered in favour of an individual Asiatic on the same date, and fixed property held through European trustees immediately prior to the 15th May, 1930, will all be protected. Shares held by an Asiatic or Asiatic Company in a private company, which, in the terms of the original Bill, would have been forfeited to the State if the company acquired any fixed property after the 1st May, 1930, are protected, provided that they were held by an Asiatic on the 1st May, 1932, and have not been transferred by him since that date and they will be heritable by one Asiatic from another who lawfully held them.

The provision in the original Bill, which declared illegal the occupation of any fresh 'stand' after 1st May, 1919, in the same township by an Asiatic, has been made applicable from the 1st May, 1930. ~~xxx~~ Extensions made between the 1st May, 1919 and 1st May, 1930, are protected.

In areas, like Springs, which, according to a judicial pronouncement, were not formerly subject to the restrictive provisions of the Gold Law, but which have now been brought under those restrictions, Indians who were lawfully residing on or occupying land on the 1st May, 1930, will have their right of residence or occupation protected and will also be able to transfer the right to their lawful successors in title.

Local bodies, whom the original Bill required to refuse certificates of fitness to an Asiatic to trade on the ground that the applicant may not lawfully carry on business on the premises for which the licence is sought, shall have to treat a certificate issued by a competent Government officer to the effect that any land has been withdrawn from the restrictive provisions of sections 130 and 131 of the Gold Law as sufficient proof that a coloured person may lawfully trade on such land. If an application for a certificate, which is necessary for the grant of a licence, is refused on the ground of insufficiency of title to occupy the land on which the business is to be carried on, an appeal may be preferred to the Magistrate of the district. The decision of the Magistrate on any such appeal is further subject to an appeal to the Transvaal Provincial Division of the Supreme Court.

Agitation Against the Asiatic Tenure Act. - At ~~the~~ recent meeting at Johannesburg, the South African Indian Congress passed a resolution condemning the Act and endorsing the action of the Transvaal Indian Congress which, on August, 14th, passed a resolution that the law should be resisted. It is understood that the idea is that ~~the~~ people should be advised, individually and collectively, to abstain from filling in forms which have been circulated under the Transvaal Land Tenure Act of 1932 or to do or take part in any matter or thing which might mean conforming to the requirement of the said Act. A committee to organise Passive Resistance has already been appointed, but no date has been fixed for starting the movement. Government are informed that no action will probably be taken until the Commission, which it is proposed to appoint in order to inquire into individual titles of occupation, has reported. The Government of India have

instructed their Agent in South Africa to watch developments closely and to keep them informed so as to enable them to take such action as circumstances may require.

Position of Indians Compared to White Settlers. - As regards the main points in which the position of Indians in South Africa falls short of the position of White settlers, it was stated that Indians in South Africa can be classified into three categories according to the province in which they happen to be living. Indians in the Cape Province have exactly the same privileges as the White settlers, except that they cannot stand as members of Parliament but they have the franchise. The provisions of the South African Act limit the actual sitting in either House of Parliament to members of the White race but the Indians in Cape Town have the franchise just the same as others. Then in Natal, they have neither the municipal nor the political franchise but, as regards rights of property and everything else, they are in exactly the same position as the White settlers. In the Transvaal, apart from the fact that they have neither the political nor the municipal rights, which their compatriots have in the Cape, they are also subject to this disability as regards the occupation and ownership of land which has been in existence since 1885. At the Imperial Conference of 1921, the Government of India tried to get the representatives of the Union of South Africa to accept the incongruity between the position of India as an equal partner in the British Commonwealth of Nations and the political disabilities to which Indians in South Africa were subject. The dominions of Canada, Australia and New Zealand accepted this incongruity and said that they would remove the political disabilities to which Indians there were subject but South Africa dissociated itself from the resolution.

(Summarised from Legislative Assembly Debates, Vol.IV (1932) No.5, pages 411 - 420).

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References to the I. L. O.

The following is an extract of an interpellation put in the Legislative Assembly on 23-9-1932 regarding the representation of the Government of India at the I. L. Conferences and the answer given by the Government of India thereto.

Mr. K. Ahmed (on behalf of Lala Rameshwar Prasad Bagla):

(a) Will Government please place on the table a statement showing the names of the Delegates and their Advisers who represented the Government of India at the various International Labour Conferences as also the subjects discussed at each of such conferences?

(b) Will Government please state if they were represented at all such conferences? If not, when and why not?

(c) Will Government please state if they have so far nominated a woman-adviser for any of these conferences? If so, when?

(d) Will Government please state whether or not questions affecting women were discussed at any of these Conferences?

(e) Is it a fact that under the constitution of the International Labour Organisation it is necessary that of all advisers "one at least should be a woman when questions specially affecting women are under discussion"?

(f) If the reply to part (e) be in the affirmative, are Government prepared to assure the House that in future they would without fail nominate a woman as an adviser particularly in years when the International Labour Conference would take up matters affecting women?

The Honourable Sir Frank Noyce; (a) The information asked for will be found in the Bulletins of Indian Industries and Labour and the Proceedings of the International Labour Conference, copies of which are available in the Library of the House.

(b) The Government of India were represented at all the Conferences.

(c) A woman adviser was nominated for the Third Conference held in 1921.

(d) Yes.

(e) Article 389 (2) of the Treaty of Versailles contains the provision quoted by the Honourable Member, but its terms are not mandatory.

(f) The answer is in the negative.

Mr. N.M.Joshi; May I know whether the Government of India propose to send delegates as well as advisers to the next conference?

The Honourable Sir Frank Noyce: I am sorry, I did not catch the Honourable Member's question.

Mr. N.M.Joshi: My question was whether the Government of India propose to send a full delegation to the next Conference and not send delegates only as they did last time?

The Honourable Sir Frank Noyce: Four delegates constitute the full delegation, and that was the number which, I think, was sent on the last occasion.

Mr. N.M.Joshi: May I know whether the Government of India will send advisers also as they generally do, except last year?

The Honourable Sir Frank Noyce: That point will be considered, Sir.

(Extracted from pages 1222-1223 of the Legislative Assembly Debates of 23-9-1932, Vol.V. No.4).

The September 1932 issue of Labour Gazette, (Vol.XII No.1), Bombay, reproduces at pages 32-33 under the caption "International Labour Office: Composition of the Governing Body", the note of the week published in Industrial and Labour Information of 8-8-1932.

The same issue of ~~the~~ Labour Gazette also reproduces under the caption "Social policy in Egypt" a note published in the Industrial and Labour Information of 22-8-1932, re. the Egyptian Bill to regulate the industrial employment of children and young persons.

The Times of India of 1-10-1932, the Leader of 2-10-1932, the Hindu of 3-10-1932 and other papers, and the September 1932 issue of Labour Gazette, Bombay, publish the communique issued by the Government of India on 27-9-1932 announcing the items on the agenda of the 17th session of the I. L. Conference scheduled to be held in May 1933 and calling for recommendations from organisations of employers and workers for the nomination of non-Government delegates.

The Times of India of 4-10-32 publishes an anonymous article under the caption "The Indian Trade Union Problem". The article

examines the points of difference between the A.I.T.U. Congress and the Indian Trades Union Federation which stand in the way of unity, and expresses the opinion that they are not insurmountable and that the real difficulty lies in the scramble for leadership of union. He says:

"Recent governmental legislation has been extremely helpful and the International Labour Conference has given a tremendous impetus to social and industrial legislation in India. Only, the scramble for leadership of unions—and there are quite a good many indifferent unions, not to speak of paper unions—and for leadership of Indian labour, must cease. A healthy co-operation among the leaders and workers is sure to eliminate the present friction and elevate the tone of Indian trade unionism which is sure to react favourably upon the national economic and political situation."

The September 1932 issue of H.E.H. the Nizam's State Railway Employees' Union Bulletin (Vol.I. No.9), and the August 1932 issue of the M. & S.M. Railwayman (Vol.4, No.2) reproduce the note published in the Press Report dated 15-8-1932 issued by the A. I. Railwaymen's Federation regarding the further extension of the scope of the Washington Hours Convention on Indian Railways (Vide page 5 of our August 1932 report).

The Statesman of 16-10-1932, the Hindustan Times of 18-10-32, the Leader and the Hindu of 19-10-1932, the Advocate of 23-10-1932 (Vol.I No.15), Federated India of 26-10-1932 (Vol.VI, No.43) and other papers publish a communiqué issued by this Office on 15-10-1932 on the decision of the Governing Body to hold a tripartite technical conference to consider the question of reducing hours of work in industry.

(Copies of the communique were forwarded to Geneva with this

Office's minute H.2/2501/32 of 20-10-32).

The Indian Labour Journal, Nagpur, of 30-10-1932, publishes an article under the caption "Great Reductions in Working Hours: The New Tendency" contributed by the Director of this Office. The article gives a brief review of the movement for shorter hours and the part played by the I.L.O. in it.

(A cutting of the article was forwarded to Geneva with this Office's minute H.4/2540 /32 dated 3-11-32).

The August 1932 issue of M & S.M.Railwayman (Vol.4, No.2), publishes a criticism by S. K. Srinivasan of the proposals put forward by the Government of India for the revision of the Indian Factories Act (vide pages 11-15 of our June 1932 report for a summary of the proposals). In the course of the criticism, the progress of the movement for a shorter working day and the share of the I. L. O. is reviewed and the opinion is expressed that the shortening of the working week from 60 hours to 54 contemplated in the Revision is inadequate.

The Servant of India of 6-10-1932 publishes a letter under the caption "Shorter Hours of Work" from its Geneva correspondent reviewing the progress of the movement for shorter hours of work in industry and the recent decision of the Governing Body of the I. L. O.

to hold a preliminary conference to consider the problem.

A Reuters' Cable to the effect that Sir Atul Chatterjee has been elected Chairman of the Governing Body of the I.L.O. is published in the Indian papers of 30-10-1932.

The August 1932 issue of the M.&S.M.Railwayman (Vol.4, No.2) reproduces the press communiqué issued by this Office on 21-7-1932 under the caption "Rationalisation of Employment in Egypt: Alternative to Retrenchment of Workers".

Attention is directed to pages 63-65 of this Report under the section dealing with "Women and Children" where the resolutions passed by the 7th session of the Madras Constituent Women's Conference is ~~re~~ reproduced. The Conference passed two resolutions, one demanding representation of Indian women in the League Assembly to represent the Indian women's point of view and another deploring the decision of the 16th I. L. Conference to fix the age of admission of children to employment in non-industrial occupations at 10 and recommending the raising of the age to 12.

The Hindustan Times of 14 & 15-10-1932 publish a long article contributed by the Director of this Office under the caption "Policy of Rural Reconstruction". The article deals mainly with the economic

life of the rural masses of India ^{in the course of which reference is made} ~~and refers~~ to the interest displayed by the I. L. O. in the economic life of the rural population in Asiatic countries by ordering an enquiry into the subject some time back.

Ratifications

Action on Convention re. Marking of Weights on Heavy
Packages Transported by Vessels: Port Trust By-Laws.

At page 7 of our September 1932 report was given the text of an interpellation and answer extracted from the Legislative Assembly debates re. the action taken by the Government of India on the I.L.O.-Convention re. marking of weights on heavy packages transported by vessels. It will be recalled that the Hon. Member, Commerce Department, in reply stated in the Assembly that the provisions of the Draft Convention were given effect to by means of by-laws framed by the several Port Trusts of the country. The following are the texts of the by-laws framed by the Madras, ~~Momb~~ Karachi, Bombay, Calcutta and Rangoon Port Trusts ^{and by the Hoam-Buegal Railway Co. for the Chittagong Jetties} to give effect to the provisions of the Draft Convention:

Madras Port Trust By-Laws.

In exercise of the powers conferred by clause (2) of section 97 of the Madras Port Trust Act, 1905 (II of 1905), the Trustees of the Port of Madras hereby make, subject to the approval of the local Government, the following by-law, namely:-

By-Law.

The following shall be inserted as by-law No.4-A of the Port Trust's by-laws:-

" 4. A. Marking of weight on heavy packages consigned from the Port for transport by sea —

Any package or object of one ton or more gross weight consigned from the Port of Madras for transport by sea shall have its gross weight plainly and durably marked upon it on the outside before it is loaded on a ship or a vessel. In exceptional cases, where it is difficult to determine the exact weight, the approximate weight should be marked as between one and two tons or between two and three tons or whatever it may be .

The obligation for having the weight marked as aforesaid shall rest on the consignor. Any person contravening this by-law shall, on conviction before a Magistrate, be liable to a fine of Rs.10 for each offence."

Karachi Port Trust By-Laws.

33.A. - All goods packed or unpacked and weighing one metric ton (2204.6 lbs.) and over intended for shipment must have the gross weight clearly and distinctly marked thereon by the shipper. Such goods not so marked shall not be accepted for shipment.

34. Masters of vessels and stevedores, muccadums and contractors licensed as aforesaid to superintend the working of cargo from or on to a wharf, and contractors of the Board authorized to work cargo on shore shall jointly and severally secure the due compliance with this Bye-law and Bye-laws 32,33 and 33-A and Bye-law I of the Chain Testing Byelaws and enforce or ensure the safe slinging of all articles whatsoever before being lifted by any crane and shall not allow any articles whatsoever, to be slung and attached to any crane belonging to the Board without seeing that the following precautions for safety (inter alia) are adopted:-

- (1) That the sling is laid down flat without turns or kinks preparatory to receiving the goods.
- (2) That after the sl~~ing~~ing has been made up and with the first strain on heaving up the running loop is well beaten down with a wooden bar so as to make the grip secure.
- (3) That the movements of the cranes are directed by experienced adults.
- (4) That all rope slings used with the 35 cwts. hydraulic cranes and with 2-ton electric crane are of good quality manilla rope of not less than 4 inches circumference.
- (5) No goods weighing over $1\frac{3}{4}$ tons shall be attached for hoisting to the 35 cwts. hydraulic wharf cranes and no goods weighing over 2 tons to the 2-ton electric wharf crances, nor shall any other lifting gear be used in conjunction with them for any lift.

62. Any person infringing any of the Byelaws Nos. 3,4,4-A,4-B, 5,6,6-A,7,8,9,10,11,12,13,14,14-A,15,21,22,23,23-A(2), 31,32,33,33-A,34,36,40-B,48,49,55,56,57,58,60,60-A,61, 61-A,61-B,61-C and /or 61-D,61-AA and 61-BB shall be punished with a fine which may extend to rupees one hundred, or, in the case of continuing infringement, with a fine which may extend to rupees fifty for every day after notice shall have been given by a duly authorized officer of the Board to the person guilty of such infringement.

Bombay Port Trust By-Laws.

By-Law No.74-A of Docks By-Laws:- Single articles and packages of one metric ton (approximately 19⁷/₂ cwts.) and over in weight shall not be loaded on board any vessel in the Docks or alongside the Docks Harbour Walls, unless the gross weight of each such article or package is plainly and durably marked or labelled upon it on the outside in a conspicuous position by the consignors and their agents.

Consignors and their agents, masters, officers, owners and agents of vessels and stevedores will be held responsible for any breach of the provisions of this By-law.

By-law No.24 of General By-Laws:- Single articles and packages of one metric ton (approximately 19⁷/₂ cwts.) and over in weight shall not be loaded at any Port Trust Bunder into lighters for conveyance and shipment overside on board on any vessel lying in the Harbour or in the Docks or alongside the Docks Harbour Walls unless the gross weight of each such article or package is plainly and durably marked or labelled upon it on the outside in a conspicuous position by the consignors and their agents.

Consignors and their agents, masters, officers, owners and agents of vessels and stevedores will be held responsible for any breach of the provisions of this By-law.

Rangoon Port Trust By-Law.

By-law 32(c). No owner shall bring or cause to be brought upon any of the premises of the Commissioners any package weighing one metric ton (2,204 lbs.) or upwards intended for shipment unless the English standard weight is clearly marked thereon.

Calcutta Port Trust By-laws.

The following by-law made by the Commissioners for the Port of Calcutta in exercise of the powers conferred by Section 126, Sub-Section (1) clauses (b) and (c) and Section 127 of the Calcutta Port Act, 1890 (Bengal Act III of 1890), to regulate the marking of the weight on heavy packages transported by vessels, which has been published in three consecutive issues of the Calcutta Gazette as required by Sub-section (4) of Section 126 of the said Act, is hereby confirmed:-

By-law. - No person shall load or ship or attempt to load or ship or tender for loading or shipment on or into any vessel within the port any package or object of which the gross weight is

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one metric ton (2,204 lbs.) or more unless and until the gross weight of such package or object has been plainly and durably marked upon it. If the exact gross weight of any exceptional package or object is not available such package or object must be marked "Weight not more than -----", and the gross weight so marked must not be less than the actual gross weight.

Penalty for breach of the foregoing by-law. - Any person committing a breach of this by-law, either by omitting to mark the gross weight plainly and durably or by understating the gross weight, shall be liable to a fine which may extend to Rs.500 in respect of any such breach.

(Notification No.10(Marine) dated 28-2-1932 of the Bengal Marine Department.)

Chittagong Jetties' Rules & Schedules.

It is notified for information of the general public that in order to comply with the convention adopted by the International Labour Conference held at Geneva in May-June 1929 and which has subsequently been ratified by the Government of India, the following rule has been embodied in the Rules and Schedules governing the Chittagong Jetties:-

"Packages weighing one ton or over tendered for shipment at Chittagong Jetties on Sea going vessels will not be accepted unless the gross weight of such packages is legibly and durably marked on them by the shippers or senders beforehand".

National Labour Legislation.

Bill to Repeal Breach of Contract Act in Mysore.

An official Bill was introduced in the Mysore Representative Assembly on 10-10-1932 with the object of repealing the Mysore Breach of Contract Act and certain provisions in the Penal Code relating to breach of contracts. The following are the principles declared by the Mysore Government to have guided them in framing the Bill:

Certain enactments whereby breaches of contract by labourers were made punishable under the Criminal Law viz., the Breach of Contract Act (XIII of 1859) and sections 490 and 492 of the I.P.C. were repealed in British India by Act, III of 1925. The subject of repealing these provisions in Mysore also has been under consideration since then.

Recently, the International Labour Conference of June 1930 has expressed the view that work or service for which a person has not offered himself voluntarily should not, as a rule, be exacted under threat of penalty and this principle has been generally accepted by the Indian Legislatures in 1931. To bring the law in Mysore into conformity with the spirit of modern legislation, it is proposed to repeal the Breach of Contract Act and sections 490 and 492^{of the} I.P.C. as in force in Mysore and the Bill is intended to provide for this.

The Bill was passed by the Assembly by a large majority.

Recovery of Industrial Workers' Debts:Legislation Against "Besetting".

The Government of India have recently circularised Local Governments and administrations asking their views regarding the desirability of giving effect to the recommendation of the Whitley Commission that "besetting" an industrial shop for the purpose of collecting debts should be made^a criminal and cognisable offence. One of the two methods of "besetting"— that which the Commission regard as the more deplorable — is the system whereby money-lenders are permitted by some employers to enter a factory and to collect their dues before the workman receives his wages. The other and more common practice is for the money-lender to wait just outside the factory gate and to secure payment before the workman could part with any portion of his wages. The circular states: "An objection to both practices is ~~that~~ that they tend to make the payment of interest and the repayment of debts the first charge on wages, the workman being forced to make disbursements on these, before his necessities and those of his family are purchased. When the dues are collected within the factory, he has, as a rule, no means of resisting deduction when the dues are collected at the gate, an element of intimidation, not infrequently, enters into the transaction".

In addition to the Whitley Commission, the Bengal and Bombay Enquiry Committees have also drawn attention to the use of extra-legal methods for the recovery of debts by money-lenders of this type and have recommended strong measures to deal with such practices. The Bengal Committee's suggestion is that habitual usury should be

made a criminal offence, while the Bombay Committee have urged the use of the power of deportation against certain offenders. The extra-legal methods of recovering loans have been referred to by the Central Banking Enquiry Committee as well. The Committee, after mentioning the latter proposal, have stated that "where these people (Pathans and other itinerant money-lenders) take extra-legal steps for the recovery of their money, as brought out prominently in the report of the Bombay Committee, we consider that special action is necessary for protecting the borrower from methods employed by them. We readily support the proposals of the Bombay Committee in this matter, and we hope that Provincial Government will take early steps to deal with such an insidious menace to Society". The Whitley Commission's proposal, the Government of India point out, does not go so far as this suggestion as it relates only to ^{Cases of loitering} ~~action~~ in or near an ^{establishment} industrial shop, but it appears to offer the possibility of stamping out the practice of receiving private debts at the pay desk and to checking at least the power of the money-lender to make his demands the first charge on industrial wages. It would appear that the Government of India are provisionally disposed to support the recommendation; but before they take a final decision, they desire to gather the views of the Local Governments and others interested in the matter, ^{and} ~~for~~ suggestions ^{to} other methods, if any, which may appear suitable to them for dealing with these evils.

Working of the Workmen's Compensation Act in the Punjab, 1931.*

The following information regarding the working of the Workmen's Compensation Act in the Punjab during 1931 is taken from the annual report for 1931 issued by the Government of the Punjab:

While the total number of accidents reported decreased from 1,298 in 1930 to 1,142 during the year under review, the number coming within the purview of the ^{Workmen's Compensation} W. C. Act increased from 730 in 1930 to 871 in 1931 or by 21 per cent. The Report states that this is a remarkable improvement and is a welcome indication of the increasing consciousness on the part of ~~the~~ labour. During the year under review the number of fatal accidents and permanent disablements fell from 20 and 43, respectively, during 1930, to 12 and 39^{during 1931} while the number of temporary disablement increased from 667 to 820. The percentage of accidents coming within the purview of the Act to the total number of accidents reported, increased from 55 to 76 during the year under review. Compensation was paid during the year in 703 cases as against 536 in the previous year, or in 80 per cent. ^{of no} cases as compared with 73.4 per cent in 1930. The total amount of compensation paid during the year was ^{as compared with Rs. 31,869 paid in the previous year. Rs. 24,092-3-5.} Rs. 40,092-3-5, were paid in respect of accidents which occurred in the previous years. Out of the total amount of ~~Rs. 2,503-11-2~~ Rs. 40,503-11-5 paid as compensation for accidents of all classes, Rs. 9,692 were paid in respect of fatal accidents, Rs. 19,463 for cases of permanent disablements and Rs. 11,348 for cases of temporary disablements.

There were 34 accidents under the Indian Mines Act, to which the Workmen's Compensation Act was applicable: 4 resulting in death, 1 in permanent disablement and 29 in temporary disablement. Compensation was paid in respect of 2 fatal accidents, 1 permanent disablement and 23 temporary disablements during the year. The amount of compensation for the other two fatal accidents was deposited but could not be paid before the close of the year. The remaining cases were pending settlement at the close of the year. Compensation was also paid, during the year under report, in respect of 9 cases of temporary disablement which occurred in the year 1930, one case of temporary

* Annual Report on the Working of the Workmen's Compensation Act in the Punjab for the year 1931. - Lahore: Printed by the Superintendent Government Printing, Punjab, 1932 - Price: Rs. 1-8-0 or 2s. 3d. *M. 4 + XI*.

disablement which occurred in the year 1929, and one case of fatal accident which occurred in the year 1929. The total amount of compensation paid during the year was Rs.2,161-3-0 as compared with Rs.1,152-11-9 paid during 1930. Out of Rs.2,161-3-0, Rs.972-8-0 was paid in respect of fatal accidents, Rs.32-1-4 in respect of permanent disablements and Rs.1,156-9-8 in respect of temporary disablements.

64 fresh proceedings were filed under section 10, and 41 under section 8 with the Commissioners appointed under the Workmen's Compensation Act. 40 cases were pending from the previous year. Of these, 80 were admitted by the employers, 21 were allowed ex parte, 4 were dismissed for non-appearance, one was withdrawn, one was summarily dismissed under rule 21, 5 were allowed, 2 were allowed in part, and 3 were dismissed after being contested, leaving 28 pending from the previous years. Of these, 87 were registered as filed, 4 were registered after modification and 2 were not registered on account of inadequacy, leaving 22 pending at the end of the year.

(The working of the Workmen's Compensation Act in the Punjab during 1929 is reviewed at pages 27-29 of our November 1930 report and that for 1930 at pages 24-26 of our September 1931 report).

Reduction in Hours of Work:

Views of Bombay Millowners' Association.

A summary of the salient features of the Draft Factories Bill framed by the Government of India with the two-fold object of consolidating the existing law relating to factories and of amending the law in the directions suggested by the Whitley Commission, was given at pages 11-15 of our June 1932 report. The Bill, it will be recalled, has been circulated among ^{the} leading industrial and commercial

bodies in the country through the provincial governments. The Committee of the Millowners' Association, Bombay, has, on the whole, commented unfavourably on the Bill, the following being a summary of their views on the reduction of hours of work from the ~~present~~ present 60-hour week to a 54-hour week, which is one of the most important changes proposed ~~to be made~~ in the Bill.

It will be recalled that ~~Sar~~ Victor Sassoon took the view that labour would demand an increase in the rates of wages if their earnings were reduced consequent upon a reduction in hours, and since any increase at present was out of the question there would be prolonged strikes. The majority of the Commission took the view that real wages had risen appreciably and were now higher than they had been for some years, and therefore, if too large a reduction of hours was not effected, no trouble would arise. Another point they urged was that the reduction in hours was associated with closer attention to work and stricter supervision than the long one, and would, therefore, result in increased output. The Government of India agreed with the Commission that at present operatives did not remain at work throughout a 10-hour day and spent too much time in loitering in the compound and that therefore some adjustment was possible in the form of concentrating the actual hours of work for the individual operative into a shorter space.

The Committee of the Association, after a very careful consideration of the question in all its bearings, found it difficult to agree unconditionally to the proposed reduction in working-hours at the present moment. In their reply to the authorities, they stated that they would welcome the proposed reduction provided similar hours of work were also enforced in mills in Indian States, and some means could be devised whereby the consent of the workers themselves could be obtained to the new system which gave them the benefits of greater leisure, but which, at the outset, at any rate, would reduce their daily earnings.

What the Committee objected to was that employers should be compelled by legislation to enforce a reform which the employees in many industries would not be willing to accept. As far as the Cotton Textile Industry of the country is concerned, the Committee were definitely of the opinion that a 54-hour week, which entailed even a temporary reduction in daily earnings, could not be put into operation except in the teeth of the strongest opposition from the workers resulting in prolonged strikes, unless wages were increased simultaneously. Where, as in the case of the Textile Industry, particularly that of Bombay, wage rates were already relatively high, the financial position of the Industry and its competitive capacity vis-a-vis foreign manufacturers was such that the possibility of adopting any measure which would in any way increase costs was out of the question, as was admitted by the Government of India themselves.

As regards the argument that a portion of the financial loss to operatives could be made up by greater concentration during the shorter working day, and lesser absenteeism, the Committee stated that it had received their serious attention since the Whitley Commission Report was published, and their conclusion was that the loss in earning by individual operatives could not readily be made up if a nine-hour day was substituted for the existing ten-hour day, unless schemes similar to the "Efficiency Schemes" discussed in the report of the Fawcett Committee of Enquiry, 1928, were generally introduced. The basis of those schemes was that the individual spinner should attend to a greater number of spindles, and that a weaver should look after more looms than at present for a substantially higher wage per day. The Committee pointed out that the attempt to introduce these efficiency schemes in the Industry as a whole had to be given up after the prolonged strikes of 1928 and 1929, and there had been no change in the attitude of Bombay's labour force since that time, which would justify a further attempt being made to introduce what was commonly known as the "two-side and three loom system". The Committee further pointed out that the savings in the total wage bills which could be effected by other methods was exceedingly small, for, during the last seven or eight years of unprecedented depression, every avenue of economy had been closely explored.

As regards the question whether mills could make up their loss in production by a system of shifts and thus prevent a rise in the cost of overheads per unit of production, the Committee stated that it was a minor matter compared with that of labour costs per unit of production. Where more than one mill was controlled by the same mill company, it might be possible to arrange for one mill in the group to work two shifts and the remainder one shift, but taking the Mill Industry as a whole, it would hardly be feasible to introduce a simple and workable system of shifts which would not considerably increase the total out-put of the Industry, and any substantial increase in production at the present time would make the problem of marketing that production in India even more difficult than it now is.

Views on Provisions re: Rest Periods & Spread-overs. - As

regards the provisions in the Draft Bill regarding rest periods and spread-overs, the committee held that the clause with its proviso regarding the period of 11-hours during which an operative must compulsorily be away from work was likely to prove obstructive if systems of interlocking shifts, similar to those of the Jute Mill Industry, ever became popular in other industries, and, in their opinion, no such restriction was necessary in the case of adult males. They suggested that the period of 11-hours should be reduced to 8 hours in the case of adult males. This would ensure night rest to male operatives which was essential for their health, and would also permit adequate hours of rest during the day.

Welfare Work in Bombay Cotton Mills;

Mill Doctors' Committee Report.

Reference was made at pages 24-25 of our March 1932 report to the loan of Miss F.E.Hawkin's services to the Bombay Millowners' Association for a period of six to twelve months by the Y.W.C.A. to assist in formulating and organising welfare work in the Bombay mills. As a result of her enquiry, she has made a number of suggestions re. various questions affecting not only welfare work but the larger ones of labour recruitment and labour management, all of which are reported to be receiving the attention of the Millowners' Association.

She has been giving special attention, however, to the medical side of welfare work in the mills, and her proposals in this direction were referred to a committee of Mill Doctors drawn from the medical staff of Bombay Mills for examination and report. The Mill Doctors' Committee, after discussing these proposals in detail with Miss Hawkins, generally approved of them and submitted them for the consideration of the Committee of the Association for such action thereon as they deem necessary to take. These proposals fall under three main heads and may be summarised as follow:-

Educative Work by Mill Doctors. - It was generally agreed that mill doctors should, side by side with their medical work, attempt to educate the workpeople in matters of personal hygiene, in the observance of ~~simple rules of~~ simple rules of health and the importance of sanitation in the avoidance of disease. In discussing the means to be employed to give effect to this recommendation, it was suggested by the Chief Inspector of Factories, who was specially invited to attend the discussion, that it would be desirable for mill doctors to work in cooperation with the National Baby and Health Week Association, who were already doing a fair amount of work in this direction and had a large stock of material such as films, posters, lantern slides, leaflets etc., on a variety of subjects connected with educative health work which would prove useful to the Mill Doctors in their endeavour to do similar work among the mill population. Steps have, accordingly, been taken for members of the Mill Doctors' Committee to meet the executive of the National Baby and Health Week Association and discuss with them the lines on which a common programme of educative health work could be carried out.

Medical Examination of Operatives before Employment: - It was generally admitted that if all new permanent applicants for work in the mills were to submit to a simple medical examination before they were employed, it would offer a means of approach to the problem of ultimately securing a healthy complement of workers for the industry. The examination which, it is suggested, should be made is to be a simple one - the main object of which is not to eliminate workpeople who would otherwise find employment, but to enable the detection of obvious defects in physique which could be treated and cured at the mill dispensary. The general lines on which the examination is to be conducted were discussed by the Doctors' Committee, and it is proposed to introduce the examination on these lines as an experiment, in the first instance, in certain mills to be selected by Miss Hawkins in consultation with the managements and the doctors of the mills concerned. It will be limited to a period of one year only, and will exclude 'badlies'. The results of the experiment will be carefully studied to see whether it is capable of being extended throughout the Industry.

Accident Records. - The record of accidents at present maintained in the mills could, it was suggested, be utilized with slight modifications, to ascertain the causation, types, severity, and frequency of accidents occurring among mill operatives. The record, if maintained in the form recommended by the Doctors' Committee, would furnish valuable data for constructive remedial action. It was the general opinion of the committee that it would be desirable to try out the form of accident record which they had approved in two or three mills with a view to test its utility and value. It has, accordingly, been arranged that the form in question should be tried out in mills to be selected by Miss Hawkins in consultation with the Secretary of the Association and the managements of the mills. A further report is to be made on the experiment at a later stage.

Illness Records. - The Mill Doctors' Committee were agreed that it would be equally desirable to maintain accurate records of all sickness among workpeople reporting themselves for treatment at

the dispensary. It was urged that if a record of illness in the form recommended by the committee was to be kept by all member mills in Bombay, it would provide a valuable index to the incidence of sickness among workpeople and would furnish information which would enable Mill Doctors to suggest preventive measures and thus check the spread of disease in the working population in the long run.

The Committee have accepted the above suggestions and have recommended the introduction of the form drawn up by the Doctors' Committee to all members of the Association in Bombay. The form is a simple one and provides for a record of the nature of the illness, the prescription given by the doctor together with the particulars of the operative's name, department, ticket number and occupation. Members will be assisted in the maintenance of these forms by Miss Hawkins whose appointment has been extended for a further period of one year, and who will personally see that they are being kept in the form recommended, while Mill Doctors will instruct their dispensary assistants in the matter of keeping these records up-to-date and accurately.

Labour Conditions in Indian Mines, 1931.*

The annual Report on the Working of the Indian Mines Act, 1923, submitted by the Chief Inspector of Mines in India, for the year ending 31st December 1931, has recently been published by the Government of India. The Indian Mines Act, 1923, applies to British India only and not to the Indian States. As in the previous year, the

* Indian Mines Act, 1923 - Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1931 - Calcutta; Government of India Central Publication Branch 1932. - Price Rs.1-12 or 3s. - pp.157

report deals with the following classes of mines: ~~tin~~ coal, iron, manganese, lead, silver, gold, tin, wolfram, chromite, copper, gems, mica, salt, slate, limestone, stone, clay and a few other minerals.

Persons Employed. - During the year 1931, the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 230,782, as compared with 261,667 in the previous year. The decrease was 30,885 persons, or 11.80 per cent. Of these persons, 115,726 worked underground, 54,912 in open workings and 60,144 on the surface. The numbers of men and women, respectively, who worked underground, in open workings and on the surface were as follows:-

	Men.		Women.	
	1931.	1930.	1931	1930.
Underground ...	98,885	101,649	16,841	18,684
In open workings. ...	38,833	50,396	16,079	21,186
Surface. ...	45,157	52,709	14,987	17,043
Total	<u>182,875</u>	<u>204,754</u>	<u>47,907</u>	<u>56,913</u>

The number of women employed underground was 16,841, or 14.55 per cent of the total number of men and women employed underground. The percentage of women employed underground in coal mines was 16.81, as compared with 18.39 per cent in 1930, 23 per cent in 1929 and 29 per cent in 1928. The provincial distribution of the women who worked underground was: Bengal 5,596; Bihar and Orissa 10,263; Central Provinces 773 and the Punjab 209. Of the 16,841 women employed underground, 16,632 were employed in coal mines and 209 in salt mines.

Distribution of Workers: Coal Mines. - The number of persons employed in coal mines was 158,267, which is 10,734 less than the number employed in 1930. Of these persons, 45,496 were coal-cutters,

15,185 were male loaders and 32,462 were women.

In other mines. - The number of persons employed in metalliferous (including mica, stone, clay and salt) mines was 72,515 which is 20,151 less than the number employed in 1930. 57,070 were men and 15,445 were women. Of the women, 209 worked underground in ~~xi~~ salt mines.

Wages. - In the Jharia, Raniganj, PENCH Valley (Central Provinces) coalfields ~~x~~ and in the coalfields of the Punjab and Baluchistan the wages paid to coal miners fell by from 10 to 15 per ~~xx~~ cent; in the Giridih coalfield there was no change, and in the ~~xxix~~ coalfield of Assam there was an apparent increase of 20 per cent. There was a small fall in the wages of mica miners, and a fall of more than 10 per cent in the wages paid to manganese miners. There was again a sharp fall in the wages paid to tin miners in Burma. There was ~~xx~~ an apparent increase of more than 100 per cent in the wages paid to salt miners in the Punjab, where the average daily wage appears to have been Rs.2-7-9 — a wage about three times that of coal miners, and considerably in excess of the daily wage paid to lead miners. The report remarks that to some extent the reductions of wages have been counterbalanced by the fall in the cost of food stuffs. The wages of the majority of miners in India are, it is stated, however, barely sufficient for subsistence.

Output of Minerals: Coal. - The total output of coal in 1931 was 20,514,597 tons of a declared value of Rs.77,657,262. The decrease in the output was 2,169,264 tons, i.e., 9.56 per cent. The opening stocks in 1931 were 910,408 tons and the closing stocks 1,414,340 tons. The steady improvement in the average output of coal

per person employed during the last few years was not maintained. The average fell ~~to~~ to 130 from 134 during 1929-30 for persons employed above and below ground. The decline may be ascribed mainly to the lessened proportion of coal mined by coal cutting machines. In comparing the figures with similar figures in other countries it should be remembered that both men and women are employed in Indian coal mines. In 1930 the output of coal per person employed above and below ground in the United Kingdom was 262 tons. In 1929 comparative figures in certain other countries were, Japan, 150 tons; Transvaal, 598 tons; and the United States of America, 831 tons.

Notwithstanding the continued depression in trade, and largely due to co-operation within the industry, prices were fairly well maintained in the ~~the~~ early part of the year. Towards the end of the year there was a break in prices, and forced selling of stocks at the collieries led to an average drop in prices of annas 12 to Re.1 per ton. Shipments of coal from Calcutta showed a slight increase as compared with the previous year, and the increase was perhaps due to the fact that Hongkong was again in the market for Indian coal. A fair business was done in bunker coal but the average price paid was a good deal lower than in 1930. For the greater part of the year there was an ample supply of wagons. Owing to the Railway Board's decision to impose a surcharge of 15 per cent on coal freights ~~as~~ from ~~1st~~ 15th January 1932, a strong demand for wagons set in towards the close of the year and the Railways suspended for a time the practice of stabling wagons in colliery sidings. In the Central Provinces the volume of trade was only slightly greater than in the previous year. In the second quarter of the year prices declined and thereafter failed to ~~re~~cover. Heavy rains in October led to failure of the

cotton crop and consequently supplies for ginning factories were less than usual. Owing mainly to depression in the tea industry there was a smaller demand for coal in Assam.

Accidents. - During the year 1931, at mines regulated by the Indian Mines Act, 1923, there were 189 fatal accidents, which is 28 less than in 1930, and 22 less than the average number in the preceding five years. In addition to the fatal accidents there were 591 serious accidents involving injuries to 613 persons, as compared with 745 serious accidents involving injuries to 769 persons in the previous year. No record is maintained of minor accidents. 227 persons were killed and 642 persons were seriously injured. The latter figure includes 29 persons injured in fatal accidents. The number of persons ~~ki~~ killed is 30 less than in 1930. 183 of the persons killed were men and 44 were women. In one case thirteen lives, in two cases five lives, in one case four lives, in one case three lives and in thirteen cases two lives were lost. The causes of the fatal accidents have been classified as follows:-

		Number of fatal accidents.	Percentage of total number of fatal accidents.
Misadventure ...	...	137	72.49
Fault of deceased ...	...	28	14.82
Fault of fellow workmen.	...	6	3.17
Fault of subordinate officials. ..	..	10	5.29
Fault of management	...	6	3.17
Faulty material	...	2	1.06
		<hr/> 189	<hr/> 100.00

Deaths occurring in each class of mines were as follows:- 185 in coal mines, 3, in mica mines, 5 in silver-lead mines, 20 in tin and

wolfram mines, 3 in limestone mines, 4 in stone mines, 3 in copper mines, 2 in salt mines, one in a chromite mine and one in a barytes mine. The death rate per thousand persons employed above and below ground was 0.98, which was the same as the rate in 1930. The average rate for the preceding five years was 0.95. At coal mines the rate was 1.17, as compared with 1.25 in 1930. At mines other than coal mines the rate was 0.58, as compared with 0.50 in 1930.

Health and Sanitation. - The principal bodies charged with looking after the health of the miners were the Asansol, Mines Board of Health and the Jharia Mines Board of Health. The general health of the Settlement under the jurisdiction of the former was satisfactory, the death rate being 20.52 per thousand calculated on a population of 379,611 persons. The infant mortality rate was 135 per thousand births. The population of the Settlement under the jurisdiction of the latter was 521,092 persons. The birth rate was 30.97 and the death rate 16.07 as compared with 28.09 and 16.18 respectively, in the previous year.

Coal Dust Committee. - The Coal-Dust Committee held one meeting during the year, and in addition visited three collieries in the Jharia and Raniganj coalfields. This was in continuation of their programme of visiting collieries in the two principal coalfields for the purpose of examining the conditions with respect to the risk of coal dust explosions. Under the direction of Mr. N. Barraclough, Inspector of Mines, a series of experiments was carried out at a disused colliery in the Jharia coalfield. These experiments were designed to test the possibility of an ignition of coal dust under practical conditions. Towards the end of the year ¹⁹³¹ a draft of the third and final report was prepared. The Report was published in

August 1932 (vide pages 64-65 of our August 1932 report for a summary of the report).

Inspection. - The number of coal mines worked during the year was 540, which is 9 less than in the previous year. The number of metalliferous (including stone, etc.) mines at work was 877, as compared with 1,120 in the previous year.

During the year 998 mines were inspected, many of them being inspected several times. 2,558 separate inspections were made. The cause and circumstances of nearly all the fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine-owners, superintendents or managers desirous of obtaining advice on safety matters. In the major coalfields a large proportion of the time of the Inspectors is occupied in investigating cases of actual or threatened damage to dwelling houses and roads by reason of the underground workings of coal mines.

(The Report on the Working of the Indian Mines Act for the year 1928 is reviewed at pages 25-32 of December 1929 Report.
 " 1929 " " 19-26 " 1930 "
 " 1930 " " 17-21 January 1932 ").

Burmese Shipping Coolies' Dispute, 1930:

Working of Conciliation Board's Arrangement during 1930-32.

References were made at pages 24-25 of May 1930, pages 39-40 of June 1930 and pages 45-46 of July 1930 reports of this office to the clash between Burmese and Coringhi (Telugu) shipping coolies at Rangoon docks and to the appointment of a Conciliation Board to

settle the dispute. This Board instituted arrangements by which alternate ships were to be worked by Burmese and the others by Telugu coolies. If at any time differences in the amount of cargo worked on different ships led to either the Burman or the Telegu share of the work under this arrangement being much larger than the other share, adjustment was to be made by giving extra ships to the other party, except when the inequality had arisen through insufficient labourers of either kind offering to work. The basis of the arrangement was thus the tonnage worked. Statistics of this tonnage are kept by the Dock Allotment Committee which watches the carrying out of the Conciliation Board's arrangement. The following is a brief review of the working of the arrangement during the period ~~from~~ 1st September 1930 to 31st August 1932.

Statistics. Besides statistics of tonnage worked by each section, supplementary statistics of the number of shifts worked are also given below, but it has to be pointed out that the statistics by tons and that by shifts do not cover the same work. The statistics by tonnage are compiled from statistics furnished by agents of seventeen lines of ships calling regularly or frequently at Rangoon and by stevedore-contractors for ships not belonging to those lines, but they exclude all the ships of one important line and a few others. The statistics by shifts are compiled by the Labour Commissioner from statistics furnished by all the large stevedore-contractors and the British India Steam Navigation Company which manages its own cargo work without employing a stevedore-contractor. Recently statistics have also been collected from smaller contractors and other shipping agents which manage their own work, but these have not been included in the statistics given below as it was thought better to show comparable figures for the various periods. While both the statistics by shifts and those by tons are thus defective, and omit the work done for some ships, those for shifts have less omissions than those of tons. In the statistics by shifts a unit is the employment of one man for one shift, whether the period of the shift is completed or not.

By Shifts.

By Tons.

Period. 1930-1	Thousands of Shifts | Burman percentage.		Thousands of tons | Burman percentage.	
	September 1930 to August 1931.	601	46	}	No Records.
September 1930 to November 1930.	126	46		
December 1930 to February 1931.	134	41		
March 1931 to May 1931.	177	45		
June 1931 to August 1931	164	53	467	51
1931-2				
September 1931 to August 1932.	546	51	1686	51
September 1931 to November 1932.	118	53	363	52
December 1931 to February 1932.	143	51	456	51
March 1932 to May 1932	153	48	500	50
June 1932 to August 1932.	132	52	366	62

The period December to February represents the busy season for imports, while the period from March to May represents the busy season for exports.

Since December, 1931, the statistics by tons have been kept separately for loading and discharging; the quarterly totals in terms of thousands of tons are given below:-

period. 1931-2	Thousands of Tons.			
	Loading		Discharging	
	Burman	Indian	Burman	Indian
December ⁽¹⁹³¹⁾ to February ⁽¹⁹³²⁾	126	204	38	18
March ¹⁹³² to May 1932	201	236	47	16
June ¹⁹³² to August 1932	145	152	44	25

Note. - All the statistics given above ignore all work done for coal, coke or salt; such work is done chiefly by Tamils and Oriyas, and the arrangement of June, 1930, between Telugus and Burmans took no account of them.

The M & S. M. Railway Strike.

In pursuance of a decision taken by the M. & S.M.Railwaymen's union at Perambur on 21-10-1932, which was supported by a ballot, to go on strike as a protest against the retrenchment policy adopted by the administration, 5,700 out of the 6,000 employees of the Perambur Railway Workshops have struck work from 24-10-1932. The circumstances leading up to the strike as represented by the Union may be summarised as follow:-

Causes of the Strike. - The retrenchment question in the Perambur Workshops was first mooted in February 1931 and the administration had published figures showing surplus staff who had to be retrenched. Very recently the administration declared that a few more hands have to be retrenched but ^{re-marked} that the retrenchment now to be proceeded with was nothing new as it was the unaccomplished part of the retrenchment declared necessary last year. The Union contended that it was stated in the Government of India's communique of 6-6-32 that there was no surplus at the time and that 110 workers were likely to become surplus in the near future but that even that figure was likely to be reduced through normal wastage, voluntary retirements etc. In July 1932 there was a rumour that certain remodelling works were likely to be completed and as the previous Agent had stated that the 110 workers engaged in it would be discharged on the completion of that work, there was an apprehension that those 110 might be discharged. The Union asked not only for the absorption of those 110 but also to take back 93 men discharged in 1931, alleging that there was no surplus. On the 30th July 1932, the Agent issued a circular stating that the 110 men employed in the re-modelling scheme were mostly, if not all, permanent employees, and that, on ~~it~~ the completion of that work they would revert to the workshop and that there would be no block retrenchment of those men. This circular cleared the situations and it was felt that there would be no retrenchment. But on 13-9-32 the Agent declaring that a ~~future~~ retrenchment was necessary, ~~called for~~ ^{invited} the Union representatives to discuss how the retrenchment is to be affected. The Agent insisted that the Union representatives should consider the issues that would be raised by him along with a nominated representative of non-trade unionists; and the Union was threatened by the Agent that he would settle the issues without the Union if they did not agree to this procedure. The Union demurred and the meeting did not take place. On 19-9-1932, it was announced that, the remodelling works having been completed, the services of 160 permanent men (and not 110 workers as previously stated) were being transferred to other shops. The circular announcing this stated that there were some surplus staff in the shops and they would be discharged according to juniority in service if the men did not accept the alternative of short-time; ~~and~~ that the Railway administration agreed to the principle of working short-time or leave by rotation so as to carry more than 20 per cent. surplus in any one shop and that such staff who were surplus beyond this percentage would be discharged. No mention,

however, was then made about the number considered surplus in the Shops. On enquiry, however, the Union was informed that 474 men were surplus to requirements and that the present retrenchment was the unaccomplished part of last year's retrenchment which was initiated in February 1931 on the basic estimate of 1249 surplus hands. The Union's request for information regarding the number of vacancies which occurred since ~~3~~ February 1931 was not complied with. According to the Union, since February 1931, more than 1302 vacancies have occurred in the workshops ~~for the period ending 31-10-1932~~, showing now a deficit of 53 hands instead of a surplus of 474. The Union challenged the Administration to face a Conciliation Board to settle the figures regarding surplus hands, to which the administration did not agree. Thereupon the Union decided to strike work.

The strike is continuing and the latest reports ~~go~~ to show that Mr. V.V.Giri, ~~the~~ President of the M. & S.M. Railway Employees' Union, has authorised sympathetic strikes in other workshops in the M & S.M. Railway as well. A novel feature of the strike is that the clerical staff at the Perambur workshops and the Anglo-Indian employees who generally keep aloof from strikes have also joined the present ~~strike~~. According to a letter received here from Mr. Giri, this strike will be a prelude to the contemplated all-India strike.

Jute Mills Strike: Calcutta.

As a result of the general trade depression which affected ~~the~~ Bengal Jute industry more than any other in this country, there was recently a move towards ~~the~~ standardisation of wages in that industry ~~with~~ ^{involving} a reduction in wages. The operatives of two jute mills — the Kelvin and the Empress Mills — struck work on 10-10-32 as a protest against the reduction in wages and later the workers of two other mills have also struck work in sympathy. Altogether 18,000 workers are reported to be involved in the strike. Efforts are being made to bring about an amicable settlement.

Proposed Woman Inspector of Factories for the Punjab.

The Director of Industries, Punjab, has addressed the Delhi Administration on the feasibility of the acceptance of the recommendations of the Royal Commission on Labour in connection with maternity benefits, welfare work amongst women and children, etc., which necessitate the appointment of a woman Inspector of Factories, as recommended by the Commission.

As the number of women and children employed in the Punjab does not justify the appointment of a whole-time woman inspector for the province, the Punjab Government are willing to appoint one, if the administrations of Delhi and Ajmer-Merwara are willing to make use of her services for their provinces on payment of a proportionate share of the cost involved in her appointment.

The Chief Commissioner of Ajmer-Merwara, it is learnt, has already written to the Punjab Government to inquire whether it would be possible for the woman Inspector of Factories, if one is appointed for the Punjab, to pay occasional visits for inspection work in Ajmer-Merwara, and, if so, on what terms.

The Delhi Administration have accordingly been asked whether they are agreeable to share the services of the woman inspector with the Punjab and Ajmer-Merwara and to pay the proportionate cost based on the existing number of women and children employed in the factories of the three provinces concerned.

Industrial Organisation.Employers' Organisations.29th Indian Railway Conference Association, Simla, 1932.

This year's annual session of the Indian Railway Conference Association was held in Simla on 8-10-1932 under the presidency of Mr. V.E.D. Jerrad, Agent of the Bengal Nagpur Railway. The Conference was attended, in addition to a good number of delegates representing the different railways in India and Burma, by Sir Joseph Bhore, Member ^{of Commerce and Railway} of the Government of India, Sir Guthrie Russel, Chief Commissioner of the Railway Board, and Sir Alan Parsons, Finance Member.

Reorganisation of the Association. - In the course of his presidential address, among other things, Mr. Jerrad dwelt at length on the importance of and necessity for bringing about greater cooperation between the Railway Board and the Association so as to realise the original objectives and functions of the Indian Railway Conference Association. The Association was started in order that it may serve as a committee comprising ^{of} the most competent officers available from Indian railways to be utilised as a consultative committee by the Railway Board and the Government of India on any subject connected with the working of the railways. Mr. Jerrad frankly admitted that the Conference has not, in the past, been utilised in this capacity; and that, therefore, it has failed to serve the purpose for which it was formed. In his opinion, the main reason for the failure is that the organisation of the Conference has not been planned in a manner that would lead to the fulfilment of this purpose. In order to meet the original objective, ~~the~~ Mr. Jerrad made a detailed proposal, the main features of which are as follows;

(a) A President and Council of the Indian Railway Conference Association, who can keep the Railway Board in close touch with the combined views of the Railways.

(b) Two meetings each year - one at Delhi and one at Simla which can keep the Railways, collectively and individually, in close touch with the views and policy of the Railway Board.

(c) A Vice-President, with Technical Committees, which will permit Railway Groups to obtain the advantages, and avoid the disadvantages, of amalgamation by cooperation.

(d) A President, with Vice-Presidents, and the necessary Committees, which will permit a combined effort made by Railways, as a whole, to become more economical and more efficient, and therefore of more value to the country.

Unemployment among Railway Workers. - Referring to labour

conditions in Indian Railways, Mr. Jerrad said:

"I am possibly not the only agent here today who realises that approximately 75 per cent of his worries are connected with staff, and one of the most pressing problems today is the matter of unemployment on the railways. Placed as we are with railway settlements which have grown up in the midst of paddy fields and jungles with no outlet for those who can find no employment in the railway, the situation has caused me grave anxiety.

As you are all aware, the railways have made no new appointments for approximately three years owing to decreased traffic. Our employees have always looked to us in the past to absorb the majority of their sons in the railway service and we have not disappointed them. We now see a very large number of young men, who in normal years would be working, who are now living on their relatives employed on the railway and relatives who have, moreover, experienced a cut in pay.

I assume that matters of this description are taken into consideration when dealing with high finance, but I feel that they cannot be so fully appreciated in Simla and Delhi as they are by men on the spot. I have been with my men now for nearly 30 years and I know a large number of them personally. We all realise the value of loyalty in every walk of life. In any business it is as necessary as efficiency. Loyalty starts at the top. It is impossible to expect it to begin in the ranks. I feel that I am morally responsible for the welfare of approximately 70,000 men who work under me, and their families. I make no apology for speaking quite plainly on their behalf, and stressing the importance of money now being found to undertake certain works. In doing this we may be to a certain extent gambling in futures, but personally I think, taking all factors into consideration, the money will be very well spent. As I have previously mentioned, it will tend to relieve the labour situation and also help to restore confidence in industries, essential to trade revival.

There is no question that, under the new constitution, labour will have an ever-increasing influence on the policy of Government in this country. The Labour movement will now enter into a new era.

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The labour unions if properly organised will wield an immense power, the control of which will require the best brains the country can produce. An essential function of any party which seeks to promote the best interests of labour is to produce machinery which will make effective the inherent goodnature and goodwill which at times is visible and at other times is latent in every individual. I can think of no better organisation in this country than sound labour unions to bring about a peaceful and happy solution of the communal problem so necessary for the good of India!"

Sir Joseph Bhore, Commerce, ^{& Railway} Member, in the course of his speech

at the Conference made the following reference to Retrenchment in Railways.

"The Government are conscious of the moral obligation which rests upon all Governments to ensure the welfare of the workers of the State and we have striven faithfully to discharge it, remembering always that we have equally laid on us another obligation - maintenance of the economic solvency of the State's undertakings entrusted to our care. I can assure you that it was with no light heart that we ordered the discharges of staff that had become supernumerary to our requirements, and it must be a matter of common knowledge to most of you that, in the hope that improvement might take place, we retained staff in many cases long after purely economic considerations had rendered their discharge imperative. I can only express the most fervent hope that we have seen the last for a long time to come of the discharges of staff on the ground of retrenchment."

Sir Guthrie Russel, Chief Commissioner of the Railway Board, also addressed the Conference.

Trade Union Movement in Burma, 1931-32*

The following information regarding the progress of trade unionism in Burma is taken from the Report on the working of the Indian Trade Unions Act, 1926, in Burma during the year ending the 31st March 1932, issued by the Registrar of Trade Unions, Burma.

Legal Changes. - No legal changes by way of amendment of the Indian Trade Unions Act, 1926, or of the Burma Trade Union Regulations, 1927, or otherwise were made during the year.

Registered Trade Unions. - There is still only one registered trade union in Burma, namely, the Burma Motor Drivers' Association which was registered on the 28th October 1927. This Association started with 106 members at the beginning of the year under report and had 56 in its register at the close of the year. No federations of trade unions have yet been registered in Burma, no federation having applied for registration.

Trade Unions of Government Servants. - Reference was made at page 41 of our October 1931 report to the application for registration of the Burma Railways Employees' Union. Another application for registration was received from the Oil-fields (Burmah Oil Company) Employees Association during the year of this report; in both cases the rules have been amended to make them conform with the act, and are now undergoing a final examination. The Act makes no distinction between associations of government-servants and other associations; both kinds are entitled to registration if they satisfy the conditions

* Report on the working of the Indian Trade Unions Act, 1926, in Burma during the year ending the 31st March 1932. - Rangoon: Supdt., Government Printing and Stationery, Burma, 1932. - Price.- As.6 = 7d. - pp.3.

prescribed in sections 4 to 7 of the Act as well as those in the Burma Trade Union Regulations 3 and 8. The right of a government-servant to join such an association may, however, be controlled under Rule 47 of the Civil Services (Classification, Control and Appeal) Rules.

General Remarks. - The Report remarks that the utility of combination is evidently becoming generally recognised amongst workers, particularly amongst cargo-workers in Rangoon, and owners of motor-buses. A considerable number of trade unions have been formed during the past year, and in ~~the~~ course of time a number of registrations may result when the usefulness of section 13 of the Act, (making a trade union a body corporate) is recognised. It is observed that even an unregistered union can assist its members in making and guarding their claims under the Workmen's Compensation Act and the attention of unions of workmen is invited to this field of action.

(The progress of trade unionism in Burma during 1930-31 is reviewed at pages 40-42 of the October 1931 report of this Office).

Economic Conditions.Trade of India in 1931-32*.

The following information about trade conditions in India and statistics of Indian exports and imports during 1931-32 is taken from the annual review of the trade of India in 1931-32 published by the Government of India. In the table given below are shown the figures relating to the principal commodities of Indian export and import trade:-

Trade Variations at a Glance.India's Exports and Imports.

	<u>1931-32</u>	<u>1930-31</u>
Visible Trade Balance	Rs. 900, millions	Rs. 380 millions
All Merchandise	Rs. 1,260 millions	Rs. 1,640 millions
Textiles	Rs. 350 millions	Rs. 410 millions
Raw Cotton	79,000 tons	58,000 tons
Sugar	500,000 tons	1,000,000 tons
Mineral Oils (gallons)	217,000,000	242,000,000
Mineral Oils (Valuation)	Rs. 90.4 millions	Rs. 104.8 millions

(In addition India imported Rs. 140 millions less metals, metal manufactures and machinery last year)

India's Exports.

	<u>1931-32.</u>	<u>1930-31.</u>
Raw cotton	Rs. 230 millions	Rs. 460 millions
Food Grains	Rs. 203.7 millions	Rs. 298.8 millions
Hides and Skins	Rs. 89.2 millions	Rs. 117.4 millions
Hides and Skins	49,400 tons.	63,000 tons.

(All jute exports dropped by Rs. 120 millions; tea by Rs. 41.2 millions (14,700,000 lbs); oil-seeds by 5 p.c. in quantity and 18 p.c. in value).

General.- The Review states that the year has been even more disastrous than 1930-31, a year of unparalleled economic collapse throughout the world. The disastrous fall in prices which started

*Department of Commercial Intelligence and Statistics, India. Review of the Trade of India in 1931-32. Published by order of the Governor-General in Council. Calcutta; Government of India Central Publication Branch, 1932. Price Rs.3 or 5s.3d. (58th issue) pp.xxv + 299.

in October 1929 continued unabated till September 1931, when the suspension of the gold standard by England, India and other countries arrested the fall of prices which began to show a slight tendency to increase.

Commodity Prices.- This increase is merely a reflection of the depreciation of currencies in these countries in terms of gold, while gold prices continued on the downward trend. In India, the prices of exported articles, which are mainly raw materials, have fallen much more in the last two years than those of imported articles, which are mainly manufactured goods. The major portion of the fall in the value of imports was due to economic rather than to political factors. Only in the case of cotton piece goods, tobacco and certain iron manufactures was boycott partly responsible for the fall in the volume of imports.

Fall in Value of Trade.- The total value of the imports of merchandise into British India in 1931-32 amounted to Rs. 1,260 millions, and that of exports to Rs. 1,610 millions. Compared with the previous year, the figures represent a decline of Rs. 380 millions or 23 per cent in the case of imports and Rs. 650 millions or of 29 per cent in that of exports.

Imports.- The fall in imports under the textile group amounted to Rs. 60 millions on a total of Rs. 410 millions recorded in 1930-31. Imports of raw cotton on the other hand rose from 58,000 tons to 79,000, concurrently with a progressive decline under piecegoods. Next in order of magnitude was the reduction in imports under the metal group which amounted to Rs. 61.4 millions; but if along with this group are included items like machinery and mill-work, hardware, cutlery, implements and vehicles, the aggregate decline under this head comes to Rs. 140 millions. It may be of importance ~~that in~~

to mention that, in spite of general depression in this line of trade, the percentage share of the United Kingdom in the total imports of iron and steel showed a slight improvement. The sugar trade remained in the doldrums throughout the year, imports having declined from one million tons valued at Rs. 109.6 millions to a half million tons. Consignments of mineral oils fell from 242 million gallons valued at Rs. 104.8 millions to 217 million gallons valued at Rs. 90.4 millions.

Exports.- On the export side the outstanding factor was the slump in the raw cotton trade. Exports of raw cotton fell from Rs. 460 millions to Rs. 230 millions in value. The decline in the value of raw and manufactured jute amounted to Rs. 120 millions. Under food grains, the value of shipments declined from Rs. 298⁴ millions to Rs. 203.7 millions, although the total quantity exported remained unchanged. The tea trade also had a critical year and this was reflected in shipments of tea which fell by 14.7 millions lbs. in quantity and Rs. 41.2 millions in value. There was 5 per cent decline in quantity and 18 per cent in value of oil seed exports as compared with last year. Exports of hides and skins decreased from 63,000 tons, valued at Rs. 117.4 millions to 49,400 tons valued at Rs. 89.2 millions. There was 15 per cent decrease in quantity and 41 per cent in value of lac exports as compared with last year. The total value of re-exports amounted to Rs. 44.6 millions, representing a decline of Rs. 4.8 millions as compared with 1930-31 and of 24.7 millions on the basis of 1929-30.

Balance of Trade.- The visible balance of trade in favour of India during the year was Rs. 900 millions as compared with Rs. 380 millions in the preceding year. Transactions in treasure on private account resulted in a net export of Rs. 556 millions as against a

net import of Rs. 240 millions in 1930-31. Gold showed a net export of Rs. 580 millions and silver a net import of Rs. 25 millions. Net exports of currency notes amounted to Rs. 2.6 millions.

Gold Export.- The heavy gold exports show that economic pressure in the country was tending to cause accumulated savings to be drawn on and some part of this gold may be called distress gold. It is also suggested that gold shipments may have been made to facilitate export of capital. The review states that if this suggestion is correct, it means that some of the gold exports were used for the purpose of the transfer of capital from India to foreign countries.

Rupee Exchange and Tariff Changes.- Reviewing the rupee exchange during the year, it is stated that the difference between the highest and the lowest rates was $\frac{13}{16}$ d., the highest rate being $1s\ 6\frac{5}{8}$ d. The continuous high rate of the Imperial Bank marked the year under review. Freight rates were lower than in the preceding year. The ~~tariff~~ tariff was enhanced as a result of the passing of the Indian Finance Supplementary and Extending Act. Protective duties were also imposed on magnesium chloride and other heavy chemicals, wood pulp and wireless reception instruments.

Industrial Situation.- During the year 1931, a greater number of industrial disputes occurred in India, a larger number of workmen were involved and consequently the ~~less~~ loss on man-working days was ~~much~~ much higher than during the preceding year. The worst sufferers were the cotton mills in Bombay and in the Madras Presidency and the jute mill in Bengal. The important strikes of the year occurred in the Hastings Jute Mills, Rishra, Hooghli, the Madura Mills in the Madras Presidency and the Sholapur Mills and the Swadeshi Mills in the Bombay Presidency. The first quarter of the year 1932 has not been marked by any improvement in the situation, for during this quarter

also there have been frequent labour strikes in cotton and woollen mills in Bombay, Madras and the Central Provinces.

(The Trade of India in 1930-31 is reviewed at pages 50-58 of the report of this Office for September 1932).

The Bengal Money-Lenders' Bill, 1932.

As the result of the recommendations made by the Royal Commission on Agriculture in India, some interest is being evinced in this country in the problem of rural indebtedness and in providing relief to victims of usury. Bills and Resolutions on the subject have been introduced in the various provincial legislatures as well as in the Legislative Assembly during the last two years, the chief of them being a resolution moved in the Legislative Assembly by Sir Mahomed Yakub in August 1931 (vide pages 59-60 of our August 1931 report). The resolution, however, was later withdrawn but the problem received a full-dress debate in the Assembly and an assurance was received from the Government to the effect that they would press ^{on} the attention of the local governments the urgency of considering the problem and of evolving suitable remedies. The Punjab has, in addition to the Punjab Regulation of Accounts Act, 1930, ordered an inquiry into rural indebtedness (vide page 54 of our March 1932 ^{report} Office). The Government of H.E.H. the Nizam of Hyderabad, Deccan, has recently published an exhaustive report/as the result of an enquiry conducted by a Special Officer, ~~in 5 volumes~~ which contains a mass of information regarding agricultural indebtedness in the State (vide pages 29-31 May 1932 report of this Office). The Government of the Central Provinces have constituted a Debt Reconciliation Board to afford relief to victims of

usury in that province and the Government of the United Provinces have recently published a lengthy report submitted by the Agricultural Debt Inquiry Committee appointed in that Province some time back. Besides these efforts to tackle the problem, attempts have been made, chiefly in Madras, Bombay and the Central Provinces, by non-official members of Legislative Councils, to introduce Bills in the respective legislatures to regulate money lending (vide pages 35 of May 1932 report, pages 33-34 of November 1931 report and pages 51-53 of October 1931 report of this Office). Bengal is the latest province to take up the question and a non-official Bill was introduced in the Legislative Council on 7-9-1932 to relieve the indebtedness of the agriculturists and labourers of that Province. The following are extracts from the statement of objects and reasons appended to the Bill. (The text of the Bill is published at pages 438-442 of Part IV of the Calcutta Gazette of 29-9-1932 (No.39 of 1932). In drafting the Bill, the recommendations of the Bengal Banking Inquiry Committee ^{on this subject} have been followed and the Bill is modelled on the English Money-lenders Act, 1927.

The object of this Bill is to place a definite check ^{on} ~~to the~~ harsh and unconscionable loans carrying interest at usurious rates, and to prevent the civil courts being used for the purpose of enforcing such rates. The subject has engaged the attention of Government from time to time. The amendments of the Indian Contract Act in 1890, in spite of conferring on the civil courts equitable jurisdiction within a limited scope, proved to be fully inefficacious. The Usurious Loans Act (X of 1918) was passed closely following the provisions of ~~section 1 of~~ the English Money-lenders Act of 1900 (63 and 64 Vict. C 51). The Act has been in force for the last 12 years, but the consensus of informed opinion is that it is inoperative and has failed to give the relief that it was intended to afford.

The Royal Commission on Agriculture recorded that in every province an inquiry should be made into the causes of the failure of the Usurious Loans Act. The Provincial Banking Inquiry Committee was requested by the Government of Bengal to make such an inquiry and

startling facts came to the notice of the Committee as to the prevalence of usury in this presidency and the way in which civil courts have to be parties to highly unconscionable rates. It also came to notice that shameless extortions are done in the name of money-lending by a class of money-lenders who are not natives of the soil and who generally believe in the Law of the Lathi and are now a growing menace to the people of this presidency.

The object of the present Bill is:-

- (1) to make registration compulsory for all money-lenders who are not permanent residents nor have permanent domiciles;
- (2) to abolish compound interest;
- (3) to make a clear provision which will enable the courts ~~in~~ to determine what is "excessive interest" and "harsh and unconscionable transactions" in giving effect to the provisions of the Usurious Loans Act of 1918, and thereby supplement the provisions of ~~that~~ Act;
- (4) to make a debtor have access to all information regarding his loans;
- (5) to fix maximum rates of interest for secured and unsecured loans;
- (6) to make habitual usury a penal offence; and
- (7) to empower courts to ^{accept} ~~take~~ tenders of money by debtors to discharge interest or principal of loans. Provisions have been made by which the Local Government is empowered to exclude municipalities from the operation of the Act with a view to leave industrial finance unaffected by the provisions of the Bill, while all agricultural finance shall always come within the scope of the Bill.

The Bill is mainly to give relief to the agriculturists and labourers and the city of Calcutta is excluded ~~by the Act~~.

Report of the U.P. Agricultural Debt Inquiry Committee.

The Government of the United Provinces have recently published (vide pages 243-367 of part VIII of the U.P. Gazette of 10-9-1932, Vol. LIV, No. XXXVII) the report of the Agricultural Debt Enquiry Committee set up by the U.P. Government some time back. The Committee consisted of

33 members and was presided over by the Hon. E.A.H. Blunt, Finance Member, U.P. Government. The Committee did not invite any evidence or written memoranda from the public but considered the suggestions and proposals put before it by the Government. The report of the Committee is published in the form of minutes of the discussions and proceedings and not ^{of} definite recommendations.

The following are some of the more important of the Resolutions adopted by the Committee:

Agriculturists' Debt Relief Measures; Conciliation Boards. -
 (1) That boards should be elected by debtors and creditors of a convenient local area to try by conciliation to bring about agreements in regard to any debts owed by agriculturists, where the principal sum does not exceed Rs. 500. That such board should consist ordinarily of not less than three or more than seven ^(conciliators) panches, but that where desired, debtors and creditors may agree to appoint a single conciliator.

When in any local area a conciliation board has been elected, no civil court shall entertain any dispute coming within its province, until the board certifies that it has tried and failed to compromise the dispute.

That a creditor and a debtor, in consultation with a board, may appoint arbitrators to settle their dispute; that the agreement to refer to arbitration should be exempt from the payment of any fee, and should be valid if attested by the board; and that the award of the arbitrators may be referred to the board for attestation and should after attestation ~~be~~ be treated as a settlement by the board.

(2) That an Act should be passed enabling an agriculturist debtor to apply to a court for a statement of his account and for a decree.

That in making up the account the court will reopen it from the commencement of the transaction if the rate of interest is exorbitant ~~or~~ excessive or if there is reason to suppose that the transaction was substantially unfair, will prepare separate accounts for principal and interest; will allow compound interest only limited ordinarily to 9 per cent per annum, on secured, and to 15 per cent per annum, on unsecured debts subject to the proviso that in consideration of the risk taken by the creditor, these figures may be raised to 12 per cent per annum or 18 per cent per annum ~~and~~ respectively, and the court in passing the decree may order that it should be recovered with or without interest, and if the instalments are not paid in time, the whole amount may become payable at once.

Check on Money Lenders. - (3) That all money-lenders, except Banks, Co-operative Societies and Companies which already are

are bound to maintain regular accounts, should be compelled to keep separate accounts, of principal and interest, and to supply a copy to every debtor at intervals of six months, preferably in the form of a pass book.

That all money-lenders should be bound under penalty to give written receipts for every payment.

That it should be made a crime to record in the accounts as principal a sum larger than that actually advanced whether on the ground of charges for expenses or inquiries or nazrana or fines or renewals.

(4) That no agriculturist should be arrested or imprisoned in execution of a decree of money.

(5) That no suit for money may be brought against an agriculturist except in the district where he resides or in the district where the money was paid to him. That a loan taken in grain may be repaid with interest in the same kind of grain within twenty months at the option of the debtor.

(6) That no peripatetic moneylender ^{or} cloth dealer shall be allowed to carry on his business in the country-side within municipal or cantonment limits, without a licence.

That these licences shall be renewable each year and shall specify the area within which the holder will be authorised to prosecute his trade.

That persons found guilty of dealing without holding such licence will forfeit all dues against them, and will be imprisoned for a period of not more than six months. In the case of the nationals of other countries a suitable fine and immediate deportation out of the country, at their own cost, will be summarily authorised by the Collector of the district, within whose jurisdiction such peripatetic moneylenders have been caught.

(7) That the powers conferred by the Usurious Loans Act on the court should be mandatory instead of being discretionary as at present;

That the Act should apply to a transaction when it appears to the court (1) that the rate of interest is excessive, or (2) that the transaction was substantially unfair.

(8) That provision should be made for the summary redemption of a mortgage on deposit by the mortgagor of the amount remaining due on the mortgage, by amending Section 83 of the Transfer of Property Act.

(9) That the proposals of the sub-committee for the amendment of the Usurious Loans Act should be given effect to by legislation in the Provincial instead of the Central Legislature.

Government Help for Liquidation of Debt. - (10) That the sub-committee recognise that their other proposals must give a serious shock to the credit system and that it is essential to take some measures to maintain the flow of credit; that to this end they would

urge on the sympathetic consideration of Government that when debts have been reduced by a Conciliation Board or by a court to an amount which is within the capacity of the debtor to pay they should offer to advance directly or in conjunction with a Land Mortgage Bank or other institution the whole or a portion of this debt to the creditor and recover the loan as taqavi from the debtor, the loan to be a first charge on the land or its produce after the payment of rent or revenue, as the case may be, and subject to leaving with the debtor what is required for his subsistence and the expenses of cultivation. Provided that the security is sufficient, such advances should be offered to the extent of whole or a part of the reduced debt in the shape of interest-bearing bonds.

Impetus to Nepalese Industry: Prime Minister's Announcement.

In the course of the Durbar ~~xxx~~ ^{delivered} Speech on 16-10-1932 following his installation as the Prime Minister and Supreme Commander-in-chief of Nepal, His Highness Maharaj Joddha Shumshere Jung Bahadur Rana announced a programme of educational, administrative and industrial development of the country. The salient features of the educational and industrial programmes are set out below;

His Highness said that he was keenly alive to the necessity for imparting vocational training, and also moral and religious instruction to all boys so that the moral advancement of the country might be ensured along with her intellectual *advancements*.

By far the greatest change contemplated by the new premier was in the development of commerce and industries, for which he wanted to grant new facilities by the improvement of communications and means of transport. Home industries are to be encouraged and protected by means of tariffs, and agricultural and industrial exhibitions are to be held from time to time at different centres within the territory. All octroi duties and duties on imported machinery are to be abolished

for a stated period, and a new electric plant is to be installed for the supply of electricity at a cheap rate to those who wanted to utilize it for working machinery. Merchants and traders are to receive advances of loans from the Government at easy rates of interest and any just demands on their part for further concessions and facilities will receive His Highness' sympathetic consideration. His Highness fully realized that the traders and agriculturists formed the real backbone of his country and he assured his subjects that he would spare no pains to improve their condition.

Cotton Mills for Bengal; Japanese Scheme.

Reference was made at pages 49-51 of our July 1932 report and at pages 50-53 of our August 1932 report to the textile crisis in India precipitated by Japanese 'dumping' of piece goods in this country and to the raising of the tariffs on cotton piece-goods by the Government of India. It was announced by the Japanese Consul-General in India that, as a sequel to the imposition of the additional duties on Japanese piece-goods, certain Japanese industrialists are seriously contemplating the erection of two cotton mills in Bengal.

According to the Consul-General's announcement, a few Indian mill magnates approached Japanese merchants some time ago with a view to enter ~~with them~~ into partnership in textile ventures in India. The two mills to be opened shortly are the result of these negotiations. It is proposed to start the venture with Indian capital and

labour but with Japanese machinery and direction. The main object of the scheme is declared to be the desire of Japan "to teach Indian mill-owners the art of organisation and rationalisation about which Indians have a good deal to learn" and not to cripple the Bombay cotton industry as a measure of retaliation for moving the Government to raise the tariff walls recently.

As to the treatment of the labourers, the Consul-General said: "The labourers will probably be paid a higher rate of wages. The Japanese at present do not intend to invest much. The mills will be operated by Japanese brains using Japanese machinery, but with Indian capital and labour. Japan can now export machinery into this country by the existing commercial treaty between India and Japan."

This venture, if it materialises, is bound to have serious repercussions on Bombay cotton mills, for, even though Japan does not wish to enter into competition with the textile mills in Bengal, there is bound to be a good deal of fair competition with Bombay in supplying the Calcutta markets with those classes of goods which the Bengal mills do not manufacture.

Employment and Unemployment.

Relief of Middle-Class Unemployment in Bengal:

Intensive Training in Cottage Industries.

A comprehensive programme of economic reconstruction at a recurring cost of Rs. 100,000 yearly to begin with, which was formulated by Nawab K.G.M. Faruqui, Minister ~~of~~ for Agriculture, Bengal, has ^{recently} ~~been~~ sanctioned by the Governor of Bengal. The scheme comprises the provision at all important centres of facilities for training middle-class young men in suitable ~~and~~ indigenous industries, the products of which are in universal usage and command a wide market.

Short Intensive Training Courses.- The immediate objective is to provide unemployed young men with a short and intensive training with new and improved processes in cottage industries, which are capable of ^{providing} ~~finding~~ remunerative occupation, for a large number of young men. 28 demonstration parties to give free practical training to young men by lectures will be appointed from November 1932. It is intended to appoint a representative body to take steps for the introduction of small industries in the district.

Industrial Survey.- The scheme also provides for the industrial survey of Bengal and the compilation of an industrial dictionary. The services of two industrial surveyors will also be utilized for finding markets for the products.

Proposed Resolutions re. Unemployment in U.P.

Legislative Council.

It is understood that at the forthcoming session of the United Provinces Legislative Council which is to be held at Lucknow

from 3-11-1932, two resolutions will be moved on the present unemployment crisis — one requesting the Government to help the development of cottage industries in the Province to relieve unemployment and the other recommending the appointment of a committee to enquire into the extent of unemployment in that province and suggest remedies. The following is the full text of the former resolution.

✓ "That this Council recommends to the Government to appoint a Committee consisting of three official members of the Council, namely, the Director of Industries, the Director of Agriculture and the Registrar of Co-operative Credit Societies, and five non-official members of the Council with the Hon. Minister of Industries as Chairman and the Revenue Secretary as its convener, in order to prepare a practical scheme for immediately starting cottage industries on an extensive scale in the rural areas and for affording facilities to capitalists by means of grants, subsidies and loans to start factories on a large scale in urban areas with a view to solve the question of unemployment, both in the rural and urban areas, respectively."

Criminal Tribes Reclamation Home, Lyallpur.

Under the aegis of the Punjab Reclamation League a Reclamation Home is to be opened at Lyallpur, ~~the~~ Punjab, and the foundation for the Home was laid on 18-10-1932. The object of the Home is mainly to provide accommodation and paying occupations for the probationally released prisoners and the members of the notified Criminal Tribes in the Punjab. The Reclamation Home is to accommodate particularly the skilled members of the probationally released prisoners who cannot earn full wages if placed with private employers, and the youths of the Criminal Tribes, who have learnt particular trades during their stay in the Settlements, but who require financial help and sympathetic guidance in the initial stages to be able to stand on their own legs. It was intended to make it a limited concern and to affiliate it with the Punjab Co-operative Union so as to enable the members to obtain financial help if needed. They would further be able to deposit their savings which will constitute their stock-in-trade when on leaving the Home they would settle down independently in their particular callings.

Public Health.

A Scheme for National Health Insurance.

It is understood that the Bombay Government have drawn up a scheme of national health insurance and that the scheme has been circularised to various individuals and bodies interested in the subject to elicit public opinion. Under this scheme, it was proposed to form an Association called "The Hospitals Saving Association of Bombay" to raise funds for the maintenance of the Bombay Hospitals by (1) contributions from workers and employees by way of health insurance at the rate of two or three annas a week and by (2) voluntary donations. It was also proposed under the scheme to appoint a panel of doctors to attend on the insured workers, to appoint chemists for dispensing medicines for insured persons, to maintain an ambulance service etc. The proposed association was not to have control over the administration of the hospitals, its only responsibility being to provide funds. It was further suggested that large employers of labour might insure all their employees en bloc and deduct the contribution from the wages of their workmen. The insured persons would be entitled to free medical treatment.

This proposal, however, has not found much favour with the Bombay Millowners. Their Association has pointed out that having regard to the vastly different conditions in this country, it is undesirable to seek to introduce into India schemes of social insurance modelled on those found suitable ~~for~~ Western countries. In this connection the Committee expressed their agreement with the view of the Royal Commission on Labour that "in instituting measures

of this kind, there is a greater possibility of achieving success by building on an existing foundation than by introducing methods which are entirely foreign to the country! Moreover, the provision of free medical attendance and treatment by qualified Doctors - either whole or part time - by practically all mills in the City and Island of Bombay would appear to render the proposed scheme unnecessary in the case of mill operatives, and also the workpeople's lack of faith in Western medical methods would debar them from taking full advantage of the scheme.

Child Welfare Work in Madras City:

Corporation Committee's Recommendations.

In July 1932 the Council of the Madras Corporation appointed a committee consisting of the doctors in the Council and three outside experts to report on the working of the Child Welfare Scheme in the city and on the question of appointing honorary doctors to the Corporation dispensaries. The committee has submitted an unanimous report containing several useful recommendations, the following being a few of the more important ones:-

The Committee considered carefully the present working of the Maternity and Child Welfare Centres under the Corporation of Madras, and was of opinion that the dispensary should be separated from the Maternity and Child Welfare Centre. The activities of the Centre may be grouped under three main heads:- (1) Antenatal; (2) Maternity; and (3) Child Welfare.

Ante-natal Service. - The Committee is of opinion that so far as antenatal advice at the antenatal clinic is concerned, it should be possible for pregnant mothers to be referred to the antenatal clinic for examination and advice by mid-wives or general practitioners, and that such advice should be readily available ~~at~~ at these centres.

Maternity Service. - So far as the maternity service of the Corporation is concerned, the Committee feels that there is a necessity to restrict its scope. It recommends that such maternity service should be free only to those who are indigent, or whose income is Rs.50 or less per month. In another direction also, the Committee strongly feels that there should be a change. Preference should be given in attending on maternity cases to those who are already "booked" on the registers of an antenatal clinic of the Corporation. Eventually, it should be the aim of the Maternity service of the Corporation of Madras to attend at the time of delivery only to those cases that have been "booked" in the registers of the antenatal clinic of the Child Welfare Centre. The Committee also strongly recommends that this suggestion should be given effect to from the 1st January 1934. It should be the ultimate aim of the Corporation to start a few Maternity Homes in suitable centres where normal confinements will be attended to from those localities or houses where conditions are unsatisfactory for any confinement to be conducted. Such Maternity Homes should not undertake the treatment of any complicated cases.

Child Welfare. - The Committee recommends that an ideal Child Welfare Centre should have on its staff;

(a) A Senior Health Visitor who should be a person of experience; (b) a Junior Health Visitor; (c) a Maternity Supervisor; (d) Midwives, whose number should be proportionate to the number of maternity cases attended at the centre; (e) a Centre Attendant; (f) a sweeper and (g) three peons.

Milk Supply. - With regard to the supply of milk to the babies, the Committee is of opinion that no sucking infant (up to 9 months) should ordinarily be given any milk from the Child Welfare Centre. In exceptional circumstances, where the mother is not able to breast-feed her child, an infant may be put on a supply of milk. The supply of milk to necessitous children is not the main activity of a Child Welfare Centre but is a means to attract mothers and to educate them in the proper care of infants.

Medical Staff. - The Committee recommends that there should be 4 doctors for the scheme and one relieving doctor. In addition, having considered the qualifications of the existing staff of the Child Welfare Scheme, it recommends that the Midwives of the Child Welfare Scheme of the Corporation should undergo a "refresher" course for a minimum period of 3 months in one of the Maternity Hospitals in the City.

Corporation Dispensaries. - The Committee ~~has~~^{was} been asked to express an opinion on the question of appointing honorary staff to the existing dispensaries of the Corporation. From the correspondence the idea underlying such a proposal seems to be ; (1) To explore the possibilities of developing special departments in the existing

Corporation dispensaries, such as ear, nose and throat, eye, skin, leprosy clinic, etc. (2) To relieve the congestion of work in some of the dispensaries, thus affording some relief to the existing medical officers in charge.

In this connection, it may be stated that, at present, the Corporation is responsible for the maintenance of 3 hospitals. Besides these hospitals, the Corporation maintains 23 dispensaries, besides granting contributions to medical institutions. The Committee is of opinion that the facilities for medical relief to the poor is thus very generously provided for, and that it is not desirable to increase the number of dispensaries in future.

In regard to the opening ~~up~~ of the special departments, the Committee feels that it is neither necessary nor desirable that the Corporation should undertake such a difficult task.

Labour Housing in Ahmedabad: Textile Association's Scheme.

The Whitley Commission has remarked that most of the Indian trade unions are at present hampered by having too limited a scope and too few welfare activities ^{and that} there is a disposition in this country to regard a union as a mere agency for securing benefits from employers. Possibly the only union with an elaborate range of welfare work is the Ahmedabad Textile Association, to the manifold activities of which references have been made in the previous reports of this Office. This Association maintains two dispensaries and a hospital equipped for surgical work, with accommodation for thirty indoor patients. The expenditure on this work is in the neighbourhood of Rs. 10,000 annually. The Association maintains 23 schools, which in 1928 had 1,458 boys and 76 girls. The cost in that year was Rs. 36,000 and the Association also carried on two boarding schools maintained by subscriptions from other sources. The social betterment department of the union supplements the work of the schools by conducting evening classes in chawls

to teach workers reading and writing. The union maintains a library and a reading-room for the benefit of its members. There are also travelling libraries containing several boxes of books which are circulated from centre to centre. Among the union's other welfare activities are four physical culture centres, a volunteer corps, ~~an~~ a cheap grain shop, restaurants, a savings bank and a Cheap Loans Department. These are all carried on mainly from the members' subscriptions, which are collected by the mills. The millowners until recently also made an annual grant to the Association for educational purposes. The Association has recently included a new item in its programme of welfare work, viz., the provision of model housing for its members at cheap rents.

Towards the end of last year the Association purchased over four acres of land with a view to building model tenements for workmen. The idea was to construct 60 tenements of which 40 are now complete and were occupied on the 9th of October~~1~~ 1932. Each tenement consists of three rooms and a verandah with a small garden at the back and a common open terrace above. The kitchen room measures 8 feet by 7 feet, the middle room 11 feet by 8 feet, the front room 14 $\frac{1}{2}$ feet by 10 feet and the verandah 19 $\frac{1}{2}$ feet by 7 feet. The 40 tenements are distributed in four rows of ten tenements each. There is plenty of open space around and between the different rows. The evil of back to back chawls has been avoided and large windows are fitted into the walls to provide light and air. It is proposed to let these tenements on hire-purchase system. The monthly rent, it is reported, has not yet been fixed.

Co-operation.

Progress of the Co-operative Movement in India, 1930-31.*

The following information regarding the progress of co-operation in India during 1930-31 is taken from the Statistical Statements relating to the Co-operative Movement in India during the year 1930-31 published by the Department of Commercial Intelligence and Statistics of the Government of India.

The principal types of co-operative societies in India are (a) Central Unions (including Provincial and Central Banks and Banking Unions), (b) Supervising and Guaranteeing Unions (including Re-insurance societies), (c) Agricultural Societies (including Cattle Insurance Societies, and (d) Non-agricultural societies (including Insurance Societies). The number of societies of all kinds increased from 100,150 in 1928-29 and 104,187 in 1929-30 to 106,166 in 1930-31. The number of societies per 100,000 inhabitants fell from 36.2 in 1929-30 in British India to 33.4 and from 45.7 to 41.5 in Indian States for which figures are given and from 37.3 to 34.4 for the whole of India. The total number of members of primary societies in India rose from 4,181,904 in 1929-30 to 4,308,262 in 1930-31. The number of members of primary societies per 1,000 inhabitants fell from 14.6 in 1929-30 to 13.7 in 1930-31 in British India and from 17.6 to 16.2 in the nine Indian States for which information is available, and from 15.0 to 14.0 for the whole of India. The working capital for all India rose from Rs. 895,178,000 in 1929-30 to Rs. 919,122,000 during the year under review, but the working capital of co-operative

*Department of Commercial Intelligence and Statistics, India. Statistical Statements relating to the Co-operative Movement in India during the year 1930-31. Published by order of the Governor-General in Council. Calcutta: Government of India Central Publication Branch, 1932. (13th issue). Price Rs. 1-4 or 2s.3d. pp. 22.

societies expressed in terms of annas per head of population fell from 53 in 1929-30 to 50 in 1930-31 in British India and from 36 to 34 in the nine Indian States for which statistics are given and from 51 to 48 for the whole of India.

The financial position of all classes of societies seems to be sound. In 1930-31, 597 Provincial and Central Banks with a membership of 91,109 individuals and 90,691 societies had reserve funds amounting to Rs. 20,461,176, working capital amounting to Rs. 306,710,319 and profits amounting to Rs. 5,230,097. There were 93,512 agricultural societies with a membership of 3,162,359 in 1930-31 having reserve funds amounting to Rs. 65,392,903, working capital amounting to Rs. 359,353,100 and profits amounting to Rs. 13,791,447. Similarly, in the case of non-Agricultural societies, 10,528 societies with a membership of 1,141,592 had reserve funds amounting to Rs. 13,334,276, working capital amounting to Rs. 163,299,584 and profits amounting to Rs. 5,843,972.

(The progress of the Co-operative Movement in India during 1929-30 is reviewed at pages 71-72 of our October 1931 report).

19th Mysore Provincial Cooperative Conference, Mysore, 1932.

The 19th Mysore Provincial Cooperative Conference was held at Mysore on the 5th, 6th and 7th October 1932 under the presidentship of Mr. Rajagopalachari, Revenue Commissioner, Mysore. The Conference was attended by many officials of the State including the Dewan who formally declared the Conference open, besides a large number of delegates from all parts of the State. In the course of his presiden-

tial address, Mr. Rajagopalachari dwelt among other things on the defects in the working of the Primary societies and on the present condition of housing and industrial societies. The following is a brief summary of the salient features of the presidential address.

Defects in the Working of the Primary Societies. - According to Mr. Rajagopalachari, the Cooperative movement in the State failed to forge ahead rapidly due to the defective working of the Primary societies. These defects are (1) want of proper management resulting in slackness and non-payment of dues; (2) in-elasticity and delay in issuing loans to the ryots; and (3) the heavy rates of interest which are charged in many of these societies. He emphasised the urgency of attending to these defects and said that, in addition, supervision of these primary societies have to be made more efficient. For this purpose he suggested the reorganisation of the defunct District organisations to relieve the Provincial Banks which at present ~~exercise~~ exercise supervision over the primary societies.

Housing Societies. - Mr. Rajagopalachari, ~~was~~ in dealing with housing societies, expressed regret at their working having come to a standstill due to want of adequate funds. He assured the Conference ~~of~~ the sympathy and support of the Mysore Government in reviving these societies and emphasised the advantages derived from housing societies undertaking construction ^{of} new houses and effecting improvements to old ones. In order to finance this class of societies, he suggested that the housing societies should apply to the village panchayats, the majority of which had surplus funds, to finance them to effect village improvements.

Industrial Cooperation. - Speaking on the spread of Co-operation among industrial classes in the State, Mr. Rajagopalchari said that the movement has not caught on in this field as much as one would expect considering the great help small traders and artizans would derive in their business. There are about 75 weavers' societies ^{and} a few sericultural and artizans' societies only and many other trades and professions remain almost unrepresented. It is, he said, probably due to the artizans being associated very closely with the merchants who help them by giving cash advances and who sometimes, take over the finished product in lieu of money. This might probably suit the artizans best. Mr. Rajagopalchari declared that still, without displacing the merchant with regard to financing, there is plenty of scope for action by cooperative societies in purchasing raw material and machinery and ~~the sale of~~ ^{the sale of} the finished product, and he urged the co-operators in the State to explore the possibilities in this direction.

The following is a summary of three resolutions moved at the Conference on the subject of house building societies: one resolution

The first
 The resolution expressed regret that in spite of repeated representations and reasonable expectations, no relief had been granted to House-building Societies which were labouring under difficulties. The Government in conjunction with Apex Bank were requested to lend ^{funds} to the House-building Societies at not more than six per cent and to fix the period of repayment at not less than 15 years, ~~in either case.~~

~~The~~ second resolution on the subject requested the Government to authorise the various District Boards in the State to invest their surplus funds in housing societies of established stability for no less than fifteen years, by depositing ^{such surplus funds} in the Apex Bank and earmarking ~~for~~ them for house building purposes only.

~~The~~ third resolution requested the Government, City and Town Municipality, to allot a large available area to the respective housing societies in their jurisdiction to enable the societies to build houses and transfer the same to intending purchasers on the hire purchase system.

Women & Children.7th Madras Constituent Women's Conference, Madras, 1932.

The seventh annual session of the Madras Constituent Conference of the All-India Women's Conference was held at Madras on 8-10-1932 under the presidentship of Lady Mirza M. Ismail. In the course of her presidential address, Lady Ismail said, among other things, that one feature of the organisation in Madras which required careful future development was that, besides being a deliberative body, the organisation should achieve a larger amount of practical results by building up a chain of organisations which, starting from the village and spreading upward, ^{should} embrace urban areas and cities. This, she said, will make it possible for the central organisation to attend systematically to the improvement of local conditions in all matters concerning ~~the women~~ women. The Conference passed a large number of resolutions concerning the social, economic and political welfare of women in that province, the following being a few of the more important of them:

Resolutions on Education of Women. - (1) "This Conference reiterates its former resolutions urging the provision of increased facilities:

- (a) for Primary Education, and calls on the Government and public bodies to enforce the compulsory Primary Education Act;
- (b) for education of Muslim girls; and
- (c) for the higher education of Muslim women".

(2) "This Conference strongly recommends to the Government and to the Department of Education, the introduction of vernacular as the medium of instruction for Higher as well as for Primary Education."

(3) "This Conference emphasises the imperative need for research work in education."

(4) "This Conference resolves to carry out refresher courses in primary and secondary education."

(5) "This Conference is convinced of the necessity of training workers for Creches and Nursery Schools."

Resolutions re. Representation of Women in Public Service etc. -

(1) "This Conference strongly recommends the appointment of women on every committee and commission appointed by the Government in this Presidency to represent the women's point of view and to safeguard the interests of women.

(2) "This Conference regrets that the post of Deputy Directress of Public Instruction, so necessary for the development and expansion of women's education in this Presidency should have been kept in abeyance for three years and strongly recommends the immediate revival of this post.

(3) "This Conference urges the immediate appointment of a woman on the Public Services Commission of this Presidency.

(4) "This Conference urges strongly that women representatives be sent to the League of Nations from India to represent the women's point of view.

(5) "This Conference calls upon all public spirited women workers in this Presidency to face open election, so as to get elected to the seats in the Legislative Assembly and the Legislative Council and on the Local Bodies - namely District and Taluk Boards, Municipalities etc."

Resolution re. Women and Communal Electorates. - "This Conference strongly disapproves of the creation of communal electorates for women and appeals to women of all communities to work individually for the creation of public opinion against all awards ~~on public opinion~~ ~~against all awards~~ on communal basis."

Resolutions on Social Conditions. - (1) "This Conference congratulates the Government and the Assembly for their firm stand by the Sarda Act; it further appeals to the members of the Assembly ^{not} to amend the existing Act, and to the public to co-operate in preventing child marriage"

(2) "This Conference reiterates its former resolution urging the reform of marriage laws and equality in marital relationship in the Hindu community."

(3) "This Conference urges the necessity of prohibiting the singing and dancing of the Devadasis in temples and in public."

(4) "This Conference urges the local Legislature ~~to include another amendment to the Bill~~ to penalise 'Gajja Puja' or dedication ceremony in Hindu temples, as has been done already in Mysore, Travancore, Cochin, Pudukotta and in the Portuguese Settlements".

(5) "This Conference calls upon the Government to enforce that section of the Act for the suppression of immoral traffic which

deals with the rescue of minor girls from ~~the~~ houses of ill-fame and appeals to the public to subscribe liberally towards the establishment of 'Rescue Homes' in this Presidency."

Resolution re. Encouragement to indigenous industries. - "This Conference reiterates its former resolution that while placing on record its appreciation of the work already done, it calls for increased effort in the support of indigenous industries (Swadeshi) such as hand-spinning, weaving and all other cottage industries."

Resolutions on Labour Conditions of Women. - (1) "This Conference urges that all unregulated industries be properly supervised and brought into line with the conditions obtaining in regulated industries.

(2) "This Conference deplors the decisions of the Geneva Conference to fix the age of Indian children for non-industrial occupations at 10 years and strongly recommends the immediate raising of the age to 12 years.

(3) "This Conference feels strongly the urgent need for the establishment of creches for the children of the labouring classes and it appeals to the public for ~~the~~ generous support of the same."

(In moving the above three resolutions, Mrs. Kitty Shiva Rao said that the Whitley Commission recommended that factories which, ~~the~~ though they did not use power, employed at least fifty people, should come under the regulation of a Factory Act, and that the Labour members of the Whitley Commission asked that that number should be reduced to 25. It was obvious, she continued, that with the growing Swadeshi movement, many small factories would spring up all over the country and that workmen would be exploited if there was no regulation or supervision. The fixing of the age of admission of Indian children to non-industrial occupations at ten years, as decided by the Geneva Conference, she felt, was unfair. In Europe the age-limit had been fixed at 14. Children in India at 14 were not as strong as children in Europe at that age and certainly therefore 14 was the limit they could accept. The sending of children to work at the age of ten would, for one thing, impair their health and secondly it would be very difficult later on to give them compulsory education. Last but not least it also reduced the earning capacity of the individual.)

(4) "This Conference regards the institution of a scheme of maternity benefits as an essential need of the women workers in this country and urges that immediate steps should be taken to introduce legislation on proper lines."

Training in Reformatory Schools, Bombay Presidency, 1931-32.*

The following facts regarding the training of youthful offenders in the Bombay Presidency are taken from the Reports of the Reformatory School, Yeravda, and the David Sassoon Industrial and Reformatory Institution, Matunga, for the year ending 31st March 1932.

Reformatory School, Yeravda. - At the commencement of the year there were 190 boys on the rolls of this School. During the year under report 76 boys were admitted into the school, one of them being an escaped juvenile who was re-arrested during the year. In all 64 boys left the school during the year under report. Thus at the end of the year there remained 202 boys (190+76-64) in the school. The average monthly number undergoing detention was 183 as against 197 of the previous year, and 163 of the year 1926-27. From the statement showing the after-career of boys discharged from the school during the previous three years, appended to the report, it is seen that, out of a total number of 123 boys, the number of untraceable boys is 34 and that of boys on whom reports have not been received is 18. Thus there were 52 boys about whom definite information could not be had. Of the remaining 71 boys, 10 are occupied in agriculture taught, 5 in trades taught, 20 in trades not taught, 11 with parents or relatives and 1^{1/2} attending school, while 24 were reconvicted. The 195 boys who were in the school during the year^{under} review were taught the different school industries as follows: - 41 were taught carpentry, 17 smith's work, 27 book-binding, 40 tailoring, 29 gardening, 39 agriculture, while 2 were not assigned to any trade as they had newly arrived in the school.

* (1) Annual Report of the Reformatory School, Yeravda, for the year ending 31st March 1932. Bombay: Printed at the Government Central Press 1932 - Price. Anna 1 or 1d. - pp.15. (2) Annual Report of the David Sassoon Industrial and Reformatory Institution, Matunga, for the year 1931-32 Bombay: Printed at the Government Central Press 1932. Price. - Annas 2 or 3d. - pp. 21

David Sassoon Reformatory Institution, Matunga. - The number of admissions during the year under review was 112 as against 125, and the number of discharges 127 against 115 in the year previous. The large number of discharged boys includes those who were released before the completion of their various terms owing to their having been in the Institution long enough to enable them to earn their livelihood, and also in order to make room for others in view of the lack of accommodation. Out of 112 boys who were admitted during the year under review 62 per cent were committed for being destitutes, and had no crime to their record; 4 per cent ^{were} for committing minor offences, 14 per cent for major offences and 20 per cent for taking part in ^{the} Civil Disobedience Movement. Technical education provided during the year to the 127 discharged boys were: Carpentry (12 boys), Black-smith's work (9 boys), Fitters' work (12) Painting and polishing (14), Spinning (51), Cane weaving (12), Tailoring (8) and Motor mechanics work (9). Of the 444 boys who were discharged during the 4 years ending 31-3-1932, 37 were occupied in trades taught at the institution, 26 in business or trade not taught, 7 were in mental hospitals as invalids, 5 in other schools, 1 ^{had} gone to sea, 110 ^{had} left for their native places and 221 ^{were} sent to After-Care Homes.

✓ (The Report of the David Sassoon Industrial and Reformatory Institution, Matunga, during 1930-31 was reviewed at page 73 of the report of this Office for September 1931).

Maritime Affairs.Administration of the Bombay Port Trust, 1931-32*.

The following information regarding the conditions of labour in the Bombay Port Trust is taken from the Administration Report of the Bombay Port Trust for the year 1931-32.

Income and Expenditure. - The actual receipt of revenue for the year amounted to Rs. 23.242 millions and the actual expenditure to Rs. 25.434 millions.

Import Trade. - The cargo handled at the docks and bunders amounted to 5,138,000 tons, a decrease of 722,000 tons as compared with the volume of the previous year. Imports accounted for about 55 per cent and exports 45 per cent of the total tonnage. The percentage decrease in tonnage was 12 per cent. Imports declined by 4.5 per cent and exports by 20 per cent. The most serious decreases in imports were recorded under sugar (87,000 tons), oils, vegetable, etc. (897,000 gallons), oilman-stores (142,000 packages) and packed kerosene oil (834,000 gallons).

Export Trade. - The exports declined from 2,910,000 tons during 1930-31 to 2,323,000 tons during the year under review. In the export trade there were large decreases in cotton (1,156,000 bales) manganese ore (178,000 tons), seeds (86,000 tons) and coal (79,000 tons). Increases in exports occurred under groundnuts (29,000 tons), piece-goods (77,000 bales and cases), packed kerosene oil (966,000 gallons) and petrol (25,000 gallons).

Vessels in Harbour. - Vessels which entered the docks or were berthed at the Harbour Walls (excluding ferry steamers) totalled 1,866 with an aggregate tonnage of 4,588,577 net register as against 1,970 vessels with a tonnage of 4,773,492 in the preceding year. The dry docks were occupied during the war by 137 vessels of gross tonnage of 507,722 as against 156 vessels with a tonnage of 517,788.

Total Staff. The total approximate number of staff employed during the year under review was 9,342, as compared with 9,671 during 1930-31 and 11,236 during 1929-30. Of these, 185 were permanent staff receiving salaries over Rs.300 per mensem; 670 clerical staff and 1,120 outdoor staff receiving salaries from Rs.50 to Rs.300 per mensem; 435 were permanent inferior staff on salaries under Rs.50 per mensem; 802 temporary staff getting between Rs.50 and Rs.300; 2,849 temporary staff getting below Rs.50 and 3,281 ~~staff~~ were daily paid workers.

* Bombay Port Trust. - Administration Report, 1931-32. - pp. XXXI + 55.

Housing Conditions. - 326 of the 1,975 permanent superior staff, 115 of the 435 permanent inferior staff and 3,061 of the 6,932 temporary staff were housed by the Port Trust during the year under review. This represents a total housing of 37.8 per cent of the total staff by the Port Trust as against 36.8 per cent during the previous year. In consequence of the curtailment in the Capital programme, no further expenditure was incurred during the year on staff housing.

Retrenchment in Staff Expenditure. - The Trustees revised the grade pay of senior appointments on the Schedule of Staff, applicable to all new appointments and promotions with effect from 1st April 1932. The revisions are expected to effect an eventual saving of about Rs. 300,000 per annum or about 15 $\frac{1}{2}$ per cent in the schedule cost of the senior staff. Inclusive of this measure, the retrenchments and economies effected by the Port Trust in regard to the permanent staff aggregate Rs. 1.45 millions since 1924-25, or about 26 per cent of the cost of the permanent staff. Over the same period, the cost of the temporary staff has been reduced by about Rs. 1.6 millions or over 40 per cent. As a measure of further retrenchment, the Board imposed an emergency cut of 5 per cent on the pay of their permanent and temporary employees, drawing over Rs.84 per mensem. The cut resulted in a saving of about Rs. 200,000 per annum.

Fires and Accidents in Docks. - There were 5 fires at the docks, wharves and sheds and on board vessels and craft while in the docks. None were serious or involved loss of life. The number of accidents to persons in the docks was 461, of which 13 were fatal, 55 serious and 393 slight. Of the fatal cases, 3 were caused by falling into holds or lighters, 4 by falling into dock ~~basins~~ basins, 1 by breakage of a sling, and 5 by other causes. One slight accident occurred to a vessel in the docks during the year. The Port Trust official concerned was exonerated from blame.

(The Report for the administration of the Bombay Port Trust during 1930-31 is reviewed at pages 84-85 of our October 1931 report).

Migration.Unemployment among Indians in S. Africa.

Reference was made at pages 74-75 of the report of this Office for September 1932 to the Labour Situation of Indians in Natal during 1931 and to the "white Labour" policy of the Pact Government. The situation during the current year was ^{steadily} growing worse and, according to recent press reports from Durban, is now assuming very serious proportions. The question came up for consideration at the last special session of the South African Indian Congress held ~~during~~ the year, when a resolution was adopted appealing to the Union Government to take into consideration the serious plight of unemployed Indians throughout the continent and requesting that subsidy be given for their benefit and relief works be opened so that, to some extent at least, the prevailing distress may be alleviated. Even when Sir Kurma Reddi was in South Africa, the Unemployment Committee inaugurated under his auspices started a Food Kitchen which has since been feeding about 200 persons daily. The number of unemployed would have been greater but ~~in~~ for the fact that the assisted emigration scheme which ~~was~~ a few weeks ago ^{was} supposed to have fallen into desuetude, is being availed of by indigent Indians because of the starvation which is facing them in South Africa. According to the Cape Town Agreement, the Union Government are responsible for the welfare of the domiciled population and it is their duty to afford every possible assistance to those who find themselves out of work. But, it is stated that, while subsidies are given and relief works are opened for 4,000 European unemployed, the Government have done nothing so far as the 5,000 and more Indians who are out of work are concerned. The policy of ousting Indians from every trade and occupation and replacing them by Europeans ~~is~~

inaugurated by the Government is reported as being extensively followed by private European firms, with the result that more and more Indians are being thrown out of employment.

A Congress deputation, it is reported, waited on the Indian Agent, Kunwar Maharaj Singh, and expressed their apprehensions at the closing of all avenues of employment to Indians and ~~he~~ requested him to protest to the Union Government against this policy. It is learnt that the Agent has cabled to the India Government on this matter, and that a deputation of Indians including ~~the Indian Agent~~ Kunwar Maharaj Singh, waited on the Durban Town Council on 17-10-32. The deputationists entered a vigorous protest against the White Labour policy adopted by the European employers and urged that there should not be any displacement of Indian employees by Europeans. They also requested that relief should be given to the unemployed Indians in the Durban area where Indians contributed more than half the revenue.

The Indian community are reported to ^{be} making efforts to relieve the distress ^{due to} of unemployment by feeding 300 persons daily, but the Town Council is ~~not~~ doing nothing in this direction, even though it is helping Europeans and Coloured Natives.

Plight of Returned Immigrants in India:

Calcutta Demonstration.

About 1000 repatriated Indians who have colonised at Matiabruz, a suburb of Calcutta, besieged the Office of the Protector of Immigrants at Calcutta on 19-10-1932, demanding Government help to return to the colonies from which they have been repatriated. It will be remembered

that the economic depression necessitated the repatriation of ~~of~~ large numbers of Indians from countries like Malaya, South ~~America~~ ^{Africa}, Trinidad, Demarara, and Jamaica where they have been employed. These immigrants, finding it impossible to get absorbed in their villages and homes, drifted back to Calcutta in the hope of finding their way back to the colonies from which they were repatriated. Nearly 1000 repatriates thus collected together at Calcutta and established a colony at Matiabruz, a suburb of Calcutta. ~~All~~ ^{Most} of them are reported to have spent all their savings and many of them are said to be starving. An effort has been made to find employment for these people but complaints have been made of their unreliability, and the men themselves have refused an offer from the State of Bijaigarh to find work for all. Their objection is the low rate of wages compared with their earnings in the Colonies. Apparently having become desperate, they decided to put their case before the Protector of Immigrants and yesterday they besieged his office by force, refusing to disperse unless their demand to be repatriated was granted. They were evidently under a misapprehension as to the powers and duties of the Protector, who explained the impossibility of acceding to their requests. Thereupon a few of the men resorted to violence and attacked some of the members of the staff of the Office. After restoring peace, the local Y.M.C.A. is reported to have made arrangements for affording relief to the more necessitous cases and to have approached the local Government for funds for this purpose.

The Hindu of 20-10-1932 makes the following editorial comments on the plight of the immigrants who have returned to India from different colonies where they were working till now:

"The only bond between these diverse elements is apparently

that they were unwanted in the British Colonies and Dominions from which they have come and are equally unwanted in the mother country which many of them saw for the first time a year or two ago, being colonial-born. Thanks to caste restrictions which they have violated and to the remarkable disparity between the standards of living obtaining in India and in these countries, they do not fit into the Indian scheme of life. This could have been easily foreseen if the Indian authorities, who are parties to the extensive repatriation schemes adopted in the Colonies and Dominions, had given ~~any~~ any thought to the matter. When inducements were being held out to them by the Governments of the countries of their adoption to go back to India, the Indian Government should, in fairness, have warned them of the hardship and disappointment that must be their portion if they went back to India. Having failed to do this, they should at least have made arrangements to see that these men and women, returning to a country in which they are really strangers, had help and guidance given them to enable them to strike roots here if possible. Such help as the Protector of Immigrants at the various ports is able to give the repatriates is necessarily inadequate. ~~As~~ ^{Once} they go up country the Department seems to lose sight of them. That, at any rate, was what happened in Calcutta. It seems hardly likely that people who are well nigh starving would refuse work because they cannot get the wages that they used to get in the Colonies. Be that as it may, there is nothing to show that a definite or persistent effort was made to find them work and to make conditions of life tolerable for them -- which was the least that the Government of India was bound to do for them in view of its meekly submissive attitude towards the policy of expulsion adopted by British Colonies and Dominions towards Indian nationals. Thanks to this policy and the world-wide economic depression, the problem must be even more acute in future and it is high time that the authorities tackled it in an intelligent and systematic way."

Transvaal Land Tenure Act: Commission of Enquiry Appointed.

Reference was made at page 77 of the report of this Office for September 1932 to the decision of the Union Government to appoint a Commission to enquire into individual titles of occupation of Asiatics in proclaimed lands in the Transvaal before any action is taken on the Land Tenure Act. It is now understood that the Commission has been appointed and that the personnel of the Commission includes Justice Feetham (Chairman), Judge President in Natal, Mr. Stuart, Registrar of Mining Titles, Johannesburg, Mr. Britten, Chief Magistrate, Johannesburg, (Secretary), Major Hartshorne, Asiatic Affairs, Immigration Department. Indian opinion is reported to be favourable as regards the personnel and that passive resistance is postponed pending the Commission's findings. The Government of India are closely watching the situation.

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of 13-11-1932 reproduce an article contributed by Mr. W.J. Bolton to the "Industrial Review", London, under the caption "Fighting for the 40-hour Week". Copies of the article were forwarded by this Office to a few labour journals in this country for reproduction.

(Cutting of the article from Federated India and the Indian Labour Journal were forwarded to Geneva with this Office's minute H.4/2669/32 of 24-11-1932).

... ..

A communiqué issued by this Office on 17-11-1932 on the Tripartite Preparatory Conference on Reduction in Hours of Work was published in the Hindu of 18-11-1932 and the Hindustan Times, the Statesman and the Times of India of 19-11-1932.

(Copies of the communiqué were forwarded to Geneva with this Office's minute H.2/2668/32 of 24-11-1932).

... ..

The Times of India of 7-11-1932, the Leader of 16-11-1932 and the Indian Labour Journal of 20-11-1932 publish a communiqué issued by this Office on 4-11-1932 on the election of Sir Atul Chatterjee to the chairmanship of the Governing Body. The communiqué was forwarded direct by this Office to all the principal daily newspapers and weeklies, as also to the important labour monthlies in India.

(Copies of the communiqué were forwarded to Geneva with this Office's minute H.2/2604/32 of 10-11-1932).

... ..

The Leader of 17-11-1932, in the course of an editorial article on the communiqué, while admitting that the election of Sir Atul is an honour done to India, states that it is a tribute conferred with certain ulterior motives. The article states:

"We wonder if the belief widely prevalent in England and other western countries that the present low standard of living of the Indian workman is a menace to the prosperity of the western worker, has also anything to do with the desire to seek Indian cooperation at Geneva. Otherwise how is it that the same Geneva which has allowed an Indian to preside at a session of the international Labour Conference, and to be a member and then to be the president of the Governing Body of the international Labour Organisation, has studiously refrained from admitting an Indian, however able and talented, to the membership of the Council of the League of Nations?"

"Lest we should be accused of being unfair to Geneva, we shall quote here a pronouncement made by the Law Member of the Government of India which will bear out our statement. When Sir Phiroze Sethna two years ago moved a resolution in the Council of State suggesting that the Government should make it known to the League authorities that India was a candidate for election to the League Council, Sir Brojendra Mitter said; 'Having regard to the constitution of India, although India's status is that of absolute equality with the other members of the League, having regard to our constitution, our authority there and our influence there cannot be the same as the authority or influence, say, of the Dominions Sir, then Government of India do not wish to court a rebuff'. The constitution of India, and her influence at Geneva have not undergone an improvement during the interval. How is it then that the superior status and the greater influence of the dominions have not prevented an Indian from being elected not only to the membership but to the presidentship of the Governing Body? Why should her inferior constitution be a bar to her election to the corresponding body of the League and why should Sir Atul Chatterjee's talents and ability be not similarly recognized by that body also? Of course, we are very much gratified indeed at Sir Atul's election, but let the powers that dominate Geneva not make too much of their altruistic motives in conferring this honour upon India."

... ..

The October 1932 issue of the Labour Gazette, Bombay, reproduces under the caption "I.L.O. Conventions: Ratifications by various States", the various notes on the ratification of certain I.L. Conventions by Belgium, Bulgaria, Hungary, Italy, and Persia, published in "Industrial and Labour Information" of 1 and 15-10-1932.

... ..

The October 1932 issue of the Labour Gazette, Bombay, reproduces at pages 124-126, a long and appreciative review of Mr. H.B. Butler's Report on Labour conditions in Egypt originally published in the September 1932 issue of the Ministry of Labour Gazette, London.

... ..

The October 1932 issue of the Labour Gazette, Bombay, reproduces from the Legislative Assembly Debates of 23-9-1932, the interpellation by Mr. K. Ahmed, regarding the representation of the Government of India at International Labour Conferences and the reply given by Sir Frank Noyce, Member, Industries and Labour Department of the Government of India, thereto (Vide, pages 1-2- of the report of this Office for October 1932 for a reproduction of the interpellation and answer thereto).

... ..

The October 1932 issue of the Labour Gazette, Bombay, publishes a short summary of the report of the Delegates of the Government of India to the 16th session of the International Labour Conference.

(A copy of the Report of the Delegates of the Government of India to the 16th session of the I.L. Conference was forwarded to Geneva with this Office's minute D.1/2372/32 of 15-9-1932).

... ..

The October 1932 issue of the Labour Gazette, Bombay, reproduces the I. L. O. Questionnaire re. abolition of fee-charging employment agencies and the answers thereto provisionally framed by the Government of India.

... ..

In the course of a review on the book "International Unemployment" (Inter-Industrial Relations Institute, The Hague), contributed

by Mr. K.E. Matthew, a member of the staff of this Office, to the Servant of India and published in its issue dated 10-11-1932, attention is drawn to the great interest taken by the I. L. O. on the problem of unemployment and to the many reports and monographs on unemployment issued by the I. L. O.

... ..

The Statesman and the Hindustan Times of 13-11-1932 and the Guardian of 17-11-1932 (Vol.X, No.41) publish an Associated Press of India message to the effect that Sir Frank Noyce, Member in charge of Industries and Labour Department of the Government of India, would be moving in the present session of the Legislative Assembly a resolution recommending to the Governor-General non-ratification of the Convention re. age of admission of children for employment in non-industrial occupations and non-acceptance of the recommendation on the subject.

... ..

The Times of India of 18-11-1932 and the Hindu of 19-11-1932 publish a news item to the effect that the Ahmedabad Millowners Association has suggested the name of Seth Ambalal Sarabhai, as the employers' delegate to the 17th session of the International Labour Conference.

... ..

At a meeting of the Madras Central Labour Board held on 20-11-32 a resolution was passed suggesting that Messrs. C. Basudev, M.L.C., and M.S. Koteswaran, should be the Indian Workers' delegate and adviser to the delegate respectively to the 17th I.L. Conference. The resolution

passed by the Board were published in the Hindu of 21-11-1932.

... ..

Dr. Pillai, the Director of this Office, delivered a lecture on 21-11-1932 in the Delhi Commercial College on "Industrial Peace" in the course of which the ideals and work of the I.L.O. for ensuring humanitarian conditions of work and industrial peace throughout the world was explained. A short summary of Dr. Pillai's speech was published in the Hindustan Times of 22-11-1932.

... ..

"United India and Indian States", Delhi, of 26-11-1932, publishes a long editorial article reviewing Dr. Pillai's book "India and the International Labour Organisation". In the course of the article, the chapter in the book dealing with the Indian States and the I.L.O. is criticised and the position that Indian States are not bound by the decisions of the I.L.Conference is taken.

... ..

The 12th Anniversary Special number of the Swarajya, Madras, dated 26-11-1932, publishes a long article under the caption "I.L.O. and Indian Democracy" contributed by the Director of this Office.

(The cutting of the article from the Swarajya was forwarded to Geneva with this Office's minute H.4/2687/32 of 1-12-1932).

HHK.

National Labour Legislation.

Amendment to Indian Coal Mines Regulations, 1926.

Attention is invited to pages 1185-1187 of Part I of the Gazette of India of 29-10-1932 (No.44) where a draft of certain further amendments to the Indian Coal Mines Regulations, 1926, which ~~is~~ it is proposed to make in exercise of the power conferred by section 29 of the Indian Mines Act, 1923 (IV of 1923), is published. It is stated that the draft will be taken into consideration by
✓ 1-2-1933.

Trade Disputes (Amendment) Act, 1932.

(Act XIX of 1932)

At pages 10-11 of our September 1932 report was given the full text of the Trade Disputes (Amendment) Bill, 1932, which was introduced in the Legislative Assembly on 5-9-1932. The Bill was passed by the Assembly on 14-9-1932 and the Trade Disputes (Amendment) Act, 1932, as passed by the Assembly received the assent of the Governor-General on 30-9-1932. The text of the Act is published at page 51 of Part IV of the Gazette of India of 8-10-1932.

Indian Emigration (Amendment) Act, 1932.

(Act XVI of 1932)

The full text of the Indian Emigration (Amendment) Bill, 1932, which was introduced in the Legislative Assembly on 5-9-1932, was given at pages 11-13 of our September 1932 report. The Assembly passed the Bill without any change on 12-9-1932, and the Indian Emigration (Amendment) Act, 1932, as passed by the Assembly received

the assent of the Governor-General on 30-9-1932. The full text of the Act is published at page 47 of Part IV of the Gazette of India dated 8-10-1932.

Tea Districts Emigrant Labour Act, 1932.

(Act No. XXII of 1932).

Reference was made at pages 9-13 of our March 1932 report to the Tea Districts Emigrant Labour Bill, 1932, which was introduced in the Legislative Assembly on 11-3-1932. The Bill was passed after making certain changes in the text of the Bill, by the Assembly on 23-9-1932 and the Tea Districts Emigrant Labour Act, 1932, received the assent of the Governor General on 8-10-1932. The text of the Act is published at pages 59-68 of Part IV of the Gazette of India dated 15-10-1932.

CONDITIONS OF LABOURConditions of Work of Hand-loom Workers in the BombayPresidency: Inquiry Report Published

In view of the fact that ^{the} hand weaving industry is of great importance in the national economy of India and that in the Bombay Presidency, next to agriculture, it affords daily livelihood to the largest number of persons in indigenous industries, (about 523,231 weavers including those in Indian States in the Presidency), the Government of Bombay decided in 1927 that a survey should be made of this industry in the Presidency and Mr. S. V. Telang, Senior Weaving Assistant to the Director of Industries, was entrusted with the task. The following is a summary of his report which has been published now.

Economic Conditions of Hand Weavers: There are no fewer than 990 places in the Bombay Presidency (excluding Sind, Indian States and Agencies) where 2 to 5,000 or more handlooms are at work. For the purpose of the report, the weavers have been divided into three classes according to their economic condition. Nearly five per cent of the weavers who come in class I combine the role of producer with that of middleman. They are dealers in yarn and hand-made cloth and themselves maintain 10 to 50 looms or more. The weavers in class II are not so well off in their industrial resources as those mentioned in class I and their financial position is not quite so sound, but they are able to spare small sums of money to purchase yarn and silk according to their requirements and possess their own looms to work on. This class comprises nearly 20 per cent of the hand-weaving population. The weavers in class III are, from a financial point of view, in a most depressed condition, carrying on their work with difficulty and contracting debts from leading yarn and cloth merchants in order to furnish themselves with their requirements. Occasionally they weave for merchants at the quarters provided by them and pledge their looms and property, earning a bare living wage till their debt is paid off. This class is estimated to include 75 per cent of the weaving population.

Indebtedness & Illiteracy among Weavers: Out of the total population of hand-loom weavers three-fourths are debtors either to merchants, or hand-loom ^{owners} Markhandars who supply these weavers with yarn and silk on credit at high rates and ~~exact in return~~ ^{exact in return} the finished article of the looms at great profit. The report remarks that the prospects of the weaving community would certainly improve if they could carry on their trade independently of middlemen either in respect of raw materials and tools or of selling facilities.

The majority of weavers being extremely conservative and illiterate are very slow in adopting ~~any~~ modern methods and improved appliances in their art. The benefit that can be derived from co-operative organisation is also unfortunately beyond their comprehension. They, therefore, generally display no real desire to free themselves from the trammels of merchants.

Paying Lines of Procedure; Recommendations. - At present the weavers produce the same varieties of cloth as their ancestors did a hundred years ago and it ~~is~~ is suggested that they should be encouraged to produce the kinds of goods for which there would be no competition from mills and factories. The report mentions the various classes of fabrics which the handloom weaver can produce without competition.

Prospects of Handloom Weaving as Subsidiary Occupation for

Agriculturists. - The report discusses in detail the scope for employing handloom weaving as a subsidiary occupation for agriculturists. An agriculturist after about six months' practice on a fly-shuttle loom can weave 5 to 6 yards of cloth and earn 6 to 8 annas a day if he works eight hours a day. Unfortunately, handloom weaving is viewed with disfavour by some of the agriculturists as a subsidiary occupation. This is chiefly the case with those Hindu cultivators who consider themselves superior to the weaving community in social status. This prejudice now prevalent in some centres, along with the disinclination of many to adopt any occupation in their spare time, is a retarding factor in the introduction of hand-weaving as a subsidiary occupation among the agricultural classes.

Moreover, those who have already taken to hand weaving as a part-time occupation do not easily get their requirements of raw materials such as yarn, etc., at a cheap rate. Often the raw materials are not available locally while the surplus cloth woven by them, in the absence of sale in their own villages, has to be sold elsewhere.

^{it is recommended} The introduction of a suitable cottage warping and sizing machine, would be of material advantage to weavers, as on this machine both warping and sizing processes are done at one and the same time.

Since the report was submitted to Government a central hand-weaving institute has been established at Poona and is functioning very satisfactorily; while in Sind there are two special weaving schools and a dyeing demonstration institute.

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Wage Census in Madras Presidency:6th Quinquennial Report.

The report on the sixth Quinquennial Census of wages in the Madras Presidency taken 1931 has recently been published. The following extracts from the report refer to wages of artisans and field labourers.

Wages of Artisans. - The average rates of daily wages for an artisan, taking the presidency as a whole, have fallen from the previous census rates by 8 per cent in the cash rate, by $18\frac{3}{4}$ per cent in the grain rate, and by 40 per cent in the rate for a plough. In the districts of Ganjam, Chittoor, North Arcot, Anantapur, Cuddapah, Nellore, Chingleput, Salem, Trichinopoly and the Nilgiris, there has been an increase in the rate of daily cash wages, and in the other districts there has been a decrease from the rate of wages prevalent in 1926. The wages paid to a carpenter and to a black-smith are almost the same throughout the presidency, the difference being very small in some cases. The average rates of daily cash wages, taking the presidency as a whole, are Re. 0-13-5 for a black-smith and Re. 0-12-11 for a carpenter, the corresponding rates during the previous census being Re. 0-15-5 and Re. 0-14-1, respectively. Grouping them all into one class, viz., artisans, the average rate of daily cash wages for an artisan in the presidency works out to Re. 0-13-2 according to the present census as against Re. 0-14-3 of the previous census. Allowing a marging of one anna either way, the average rate may be taken to prevail in the districts of East Godavari, Anantapur, South Arcot, Chittoor, North Arcot, Coimbatore, Ramnad and Tinnevely.

Each class of artisans has been sub-divided into superior and ordinary. The average rate of daily wages for an artisan in the Presidency as a whole was Re. 1-1-4 in 1931 against Re. 1-1-6 of the previous census. This shows that the causes which contributed to the low wages of labourers in the rural areas have not adversely affected the urban wages to any appreciable extent. In the case of Madras alone, the average daily rate of wages has increased from Re. 1-2-6 in 1926 to Re. 1-10-0 in 1931. It has also risen, though not so much, in Anantapur, North Arcot, Ganjam, Salem, Trichinopoly and Vizagapatam. There has been no change in the average rates in Cuddapah and Nellore. In other districts a fall is noticable.

The Madras ^{city} average daily rate of wages for every class of artisan is Re. 1-10-0 and this is the highest for the Presidency. The lowest average rates are Re. 0-13-4 for a carpenter in East Godavari, Re. 0-12-0 for a blacksmith in South Kanara, Re. 0-13-0 for a mason in East Godavari, and Re. 0-11-4 for a bricklayer in Ganjam. The district average rates of wages for a carpenter are the same as those of 1926, in Cuddapah, South Kanara, Nellore and the Nilgiris. The average rates have not changed in the case of a blacksmith in West Godavari, Guntur, Nellore, the Nilgiris and Trichinopoly; in the case of a

mason in East Godavari, South Kanara, Nellore and Tanjore; and in the case of a bricklayer in East Godavari, Nellore and the Nilgiris. The average rates have increased in the Madras City to a considerable extent. The changes in the other districts do not go beyond 28 per cent of the figures of the previous census.

Wages of Field Labourers. - A comparison of the figures of the present census with those of the previous census shows that in general, the average daily earnings of a field-labourer of either sex have decreased — the presidency average daily rate for the men having fallen from Re. 0-6-5 in 1926 to Rs. 0-5-3 in 1931, and the rate for the women from Re. 0-4-1 to Re. 0-3-5. In Anantapur alone, the rates for both men and women labourers have risen slightly. In the case of men, the decrease is marked in East Godavari, West Godavari and Kistna, and in the case of women, the fall is appreciable in West Godavari. The prevailing average daily rate of Re. 0-9-1 in the Nilgiris is found to be the highest in the presidency. In Tanjore, Malabar and South Kanara also the average daily rates are much above the presidency average, being between Re. 0-6-9 and 0-6-11. Allowing a margin of 6 pies either way, the Presidency average rate for a man may be taken to prevail in nine districts; in Ganjam, West Godavari, Guntur, Cuddapah, Salem and Tinnevely, the rates are slightly below the Presidency average, and in Chingleput, Coimbatore and Trichinopoly the rates are slightly above it. Allowing a margin of 5 pies on either side, the Presidency average daily rate of Re. 0-3-5 earned by a woman may be taken to prevail in 15 districts. The average rates in Guntur and Madura are the same as the Presidency average; those in East Godavari, Kurnool, Anantapur, South Arcot, Coimbatore, Trichinopoly and Tinnevely are slightly below, and those in Ramnad, Chittoor, Cuddapah, Chingleput, West Godavari and Kistna are slightly above it.

It will be seen that there is now a general depression throughout the Presidency in the average rates of daily wages earned by all classes of workmen. The average rates have fallen to an appreciable extent in East Godavari, West Godavari, Kistna, Kurnool and South Kanara. In a few districts, the wages of particular classes have slightly increased, and the highest average rates of wages prevail in the Nilgiris. The districts of Tanjore, Malabar and South Kanara come next for high rates. In Kurnool and Vizagapatam the rates of wages are low, but Bellary is remarkable for the very low rates of wages prevailing in it for all classes of labourers. The general fall in the rates of wages throughout the Presidency has been attributed to the general economic depression everywhere.

Labour Conditions in Tata Iron & Steel Company,
Jamshedpur, 1931-32.*

The following information regarding labour conditions in Tata's Iron & Steel Works at Jamshedpur is taken from a pamphlet on the working of the company during 1931-32 issued by the Tata Iron & Steel Co., Ltd. in September 1932.

Labour Force. - When the Company started operations in 1911-12 a labour force of 8,000 was adequate to its needs. The strength in April 1932 was 18,413 monthly paid, and 5,241 weekly paid employees, leaving out of account the large force of contractors' labour employed at the coal and iron mines, at the limestone quarries, and at the Works itself for the unloading of raw materials. This large labour force is recruited from practically every Indian province and from the aboriginal tribes of the country surrounding Jamshedpur. The skilled and unskilled labour are roughly differentiated in many respects. The skilled workmen who come to Jamshedpur, on their own initiative, from more or less distant homes, form a more stable and less migratory element of the force and are mostly employed on a monthly payment basis. The unskilled men belonging mostly to the cultivating classes from the immediate neighbourhood, form a more or less casual and migratory coolie force, and are usually employed on a daily rated or weekly paid basis. The female labour, which works only during the day and never at night, belongs to the latter class, and is almost wholly confined to coolie work. The Company employs no child labour, barring a few youths engaged as errand boys and messengers, attached to the various departmental offices, which are open only during the day. Besides these, the Company employs about 4,000 workers controlled by contractors. The rules laid down in the Company's Safety Rules, in the Indian Factory Act and in the Workmen's Compensation Act ~~and in the~~ are enforced in the case of contract labour just as they are enforced in the case of the Company's own labour. Similarly accidents to contractors' labour are reportable by the various Superintendents, and are investigated by the Company's Safety Inspector, and wages are paid for time lost as the result of accidents. At present, the contractors have quarters accommodating approximately six hundred labourers who form the nucleus of their staffs. These are readily available for urgent work on account of their proximity to the Works. Any extra work, however, is paid for at the scheduled rates for over-time.

Absenteeism & Annual Turnover. - Of this large force of over 23,000 workers, it has been found that about 75 per cent of the skilled, and 50 per cent of the unskilled workers from contiguous districts work continuously throughout the year. About 30 per cent of the skilled, and 15 per cent of the unskilled workers recruited from non-contiguous districts go back to their homes once during the year and then return to work. Only about 2 per cent of the skilled and about 12 per cent of the unskilled go to their homes in non-

* Information regarding the Steel Works of the Tata Iron & Steel Co., Ltd., at Jamshedpur. - September 1932 - pp.19

non-contiguous districts more than once in the year. The average duration of employment is two years, and the annual labour turn-over is on the down grade, giving promise of greater stability of labour and, consequently, of a higher standard of efficiency. Thus in the three years from 1925 to 1927, the turnover figure fell from 36.6 per cent to 24.1 per cent.

The supply of labour at Jamshedpur is always well in excess of the Company's requirements, and it has never been found necessary to employ any special recruiting agency. The Employment Bureau maintained by the Company registers applicants for skilled and unskilled jobs, without any fee, and the Officer-in-charge selects men for the requirements of the various departments.

Wages. - During the period April 1927 to March 1928, the average earnings of workers were Rs. 32.9 per month per head. In five working months during the period April 1928 to March 1929, a period during which the Steel Company was faced with a number of strikes, the average had increased to Rs. 37.4 and in April 1929 it had further increased to Rs. 42.3 per mensem per capita. A comparison of the rates of pay in the years 1919 and 1930 shows clearly that wages have in all cases risen by anything from 30 to 100 per cent. In some cases in 1930, rates are four to five hundred per cent above those of 1919. The increase in wages is stated to be much higher than would be warranted by the increase in the cost of living. The Company in addition maintains a staff Provident Fund which was started in 1920.

These increases in wages have been granted quite independently of the various production and departmental bonuses enjoyed by the men. The production and departmental bonuses which amounted to Rs. 1,666,000 in the year 1931-32 form a substantial part of the emoluments of the employees at Jamshedpur. The first of these, namely, the general or production bonus, was introduced after the strike of 1928-29 and forms a kind of profit sharing scheme under which a sum of Rs. 1,000,000 per year is to be distributed as wages among the workmen on a basic production of 40,000 tons of finished steel per month. If the production goes above this figure, it is left to the Company to increase the bonus up to Rs. 1,500,000 per year till a production of 50,000 tons per month is reached. The bonus is correspondingly decreased with the decrease in production until it stops altogether at the production ~~of 30,000 tons per month.~~ of 30,000 tons per month. This bonus is being given in addition to the older departmental bonus which is based upon certain departmental rates of production.

Leave Rules. - Under the Works Service Rules for uncovenanted employees, every worker on the monthly rated establishment is allowed one calendar month's leave with full pay for every completed year's service, or a gratuity equal to his full salary for the period of the accumulated leave, up to a maximum of three months' pay. The question of curtailing this privilege and compelling the men to go on leave in the interest of their own health and efficiency is engaging the attention of the Company. A worker employed on a daily wage basis is allowed two weeks' leave on full pay for every completed year of service, and is permitted to accumulate such leave up to a total period of

six weeks at a time. All monthly wage employees, drawing Rs. 30/- per month or more, who have served the Company continuously for seven years, are entitled to six months' leave on half pay, which may at their option be converted into three months' leave on full pay, for every period of seven years' continuous service. In addition all employees are granted two days' holiday on full pay in each year for religious festivals, and casual leave on full pay for not exceeding five days a year to monthly rated employees. ^{more than}

Cooperative Movement among Labourers. - There are at Jamshedpur 23 departmental cooperative credit societies, which have, to a large extent, relieved the employees from the clutches of Kabulee and Mahajan money-lenders who usually extort unconscionable rates of interest on their loans. The departmental cooperative credit societies have a total paid-up capital of over Rs. 400,000, a reserve fund of over Rs. 73,000 and an outside working capital of Rs. 125,000. The total amount of loans advanced to members is about Rs. 590,000, and the dividend paid yearly amounts to about 26,000 rupees. The Company gives help to these societies by collecting loans instalments from the men's wages, and maintains regular banking accounts of the Provident Fund and of the cooperative credit societies. The latter are in sound condition, but the credit or loan side of such societies is reported to have over-shadowed their savings side. The report remarks that ~~with~~ although the societies have saved the workers from the clutches of the money-lenders they cannot be said to have made any particular headway in encouraging thrift. The Company is reported to be trying to start "Saving Societies" in order to encourage thrift among the members. The possibility of starting a cooperative store with branches is also being examined to sell grain and cloth at cost price with a view to bring down the cost of living by eliminating the large profits of the middlemen.

Working Hours. - The usual weekly limit for the Company's non-continuous departments is six days of eight ~~an~~ hours each, and in a few cases, one more day of four and a half hours. In the continuous process departments, the limit is seven days of eight hours and six days of eight hours each in alternate weeks. In the Company's mines also, hours are limited to a maximum of nine hours per day.

Treatment during Present Depression.- The report states that ~~the~~ the Company adopted the policy, from the beginning, of not dispensing with the services of the men, as far as it was possible, and of distributing the work by making them work for fewer days in the week and by granting leave by rotation. The report states that this policy was adopted in pursuance of the I.L.O. recommendation to that effect and that it has been appreciated by the ~~men~~ workers.

Indianisation of Services.- In order to accelerate the Indianisation of services, the Company established a Technical Institute where selected Indian graduates in science and engineering ~~are~~ are given higher metallurgical training, on the successful completion of which they ~~are~~ are employed in the works. Besides the Institute, the Company maintained a Technical Night School and ran an apprentice course, ~~which~~

The whole scheme of technical education at Jamshedpur was revised by a committee appointed in 1930. The Committee amalgamated the Technical Institute, the Technical Night School, and the Apprentice course under a comprehensive scheme of technical education, with three grades of apprentices. Class "A" apprentices are to be recruited from Honours graduates of Universities, preferably with foreign experience, and are to be trained with a view ultimately to filling positions as Superintendents or Assistant Superintendents of the various production departments. "B" class apprentices are to be recruited from graduates and trained with a view to filling positions of Foremen or Assistant Foremen. "C" class apprentices will be recruited from candidates between the ages of 15 and 17, who have ~~not~~ attained at least the English Middle standard, and who pass the prescribed medical examination. The apprentice will be engaged by the Company as an artisan or skilled workman when he passes out. The total cost of the scheme to the Company will be well over rupees 100,000 per year.

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An examination of statistics for the period 1923-32 shows that there is a marked downward tendency, both in the number of covenanted hands, and in their remuneration. Thus, while in 1924-25 there were 223 covenanted hands drawing an annual salary of Rs.1,949 millions, the number had fallen in 1931-32 to 93, drawing 1.293 millions. In June 1932, the latest month for which figures are available, the number has further fallen to 78 men drawing Rs. 100,000. In 1927-28, covenanted hands received 1.7 millions by way of bonus; last year this figure had dwindled to Rs. 567,000. The total amount disbursed by way of salary and bonus fell from 3.449 millions in 1925-26 to 1.86 million during 1931-32.

Welfare Work; Housing. - In laying out the housing, it was decided to prevent over-crowding by limiting the incidence of population to twelve families per acre. The Company has built over 4500 houses of various types for the accommodation of its employees, at a capital cost of over 9.6 million rupees. But, so rapid has the growth of population been that the Company's building programme has not been able to keep abreast of the demand for houses. The Company has, therefore, instituted a scheme of giving every opportunity to employees to build their own houses, by granting them building loans at a very low rate of interest. The Company leases out plots on favourable terms, and advances money up to a maximum of two thirds of the cost of the house at three per cent interest. This loan is recoverable from the employee in easy instalments which are deducted from his wages. Many have taken advantage of the scheme and over four thousand houses have been built in this way. In addition, over 5,000 houses have been built by workers at their own cost in the bastees of the residential area. Another ~~1500~~ 1,500 houses have been erected by workers in bastees outside the Company's area. The rents of the houses built by the Company are calculated as near as possible at 7 per cent on the capital price and they are always full.

Medical Facilities. - The Company maintains an up-to-date hospital with one hundred and forty beds, to which an X-ray department has been recently added. It has erected five dispensaries in different parts of the town, two first-aid stations inside the Works, and an isolation hospital with fifty-two beds. All the employees are

treated free in the hospital and at their quarters, a nominal fee being charged for medical attendance on their families at their quarters. Outdoor treatment at the hospital and dispensaries is entirely free to everybody, whether employees of the Company or not. The annual attendance at the hospital and dispensaries in-door and out-door exceeds ^{Rs.} 700,000.

Educational Facilities. - The provision of educational facilities for the children of the employees at Jamshedpur is another important welfare activity undertaken by the Company. There are at present one high school, two middle English schools for boys and one middle English school for girls. There are also 28 primary schools in the town, including one for girls. In these, education is imparted through 8 Indian languages, to meet the requirements of the cosmopolitan population. Of the 28 primary schools, 17 are managed by the Company through its Schools Committee, and, in these, education is free. The other 11 primary schools are managed by the residents with grants-in-aid from the Company, through its Schools Committee. The number of students reading in the Jamshedpur schools is about 4,000. In addition, there are six night schools imparting general education to adult employees of the Company who cannot attend day schools. There is a Technical Institute, maintained by the Company, where higher metallurgical training is given to selected students, with a view to recruitment for the Company's service. There is also a technical night school for training employees of the Company in elementary mechanical and electrical engineering outside their duty hours. From August 1931, the Technical Institute, the Technical Night School and the Apprentice Scheme have been amalgamated under a comprehensive scheme of technical education, with three grades of apprentices. The total cost of education during the last financial year was over 91,000 rupees, of which the Company contributed over Rs. 74,000 and the Government of ^{Bihar} ~~Bengal~~ about Rs. 17,000. This does not include the cost of training given at the Technical Institute and Technical Night School.

"Safety First" Activities. - Inside the Works itself, besides the first-aid stations, first-aid boxes have been provided together with emergency stretchers in every department. Every attempt is made, through signs and propaganda, to inculcate Safety First principles. Books of Safety Rules, prepared for the various departments, are distributed among the workers. In addition, free training in First-Aid is given to selected workers from each department.

Creches & Maternity-Benefit. - ~~There~~ A women's rest-house, under the charge of a matron, is maintained near the Coke Ovens, and a small beginning has been made towards establishing a creche by setting up a few cradles in this rest-house.

Three and a half years ago, the Company instituted a scheme granting maternity benefit to women workers. Under the scheme, the equivalent of six weeks' wages is paid to a woman worker on her confinement, provided that she has been in the continuous employ of the Company for not less than 12 months prior to the date of her confinement, and provided that she gives an undertaking not to take up

any work outside her own home during the period of six weeks following confinement.

Workers' Recreation. - The Company's Welfare Department takes a keen interest in organizing sports, picnics, recreation, and free cinema shows to amuse the worker in his leisure moments. Besides the Officers' Club, which caters for the recreational needs of the Workmen Supervisory Staff and which is equipped with the usual club amenities, there are two Institutes, 19 social, athletic, literary, and dramatic clubs, which have their own buildings and conduct their activities on lands leased at nominal rents from the Steel Company. To give entertainment to the poorest classes of workmen, especially those living in the outlying bastees, the Company gives free cinema shows.

(For previous references to the Welfare activities and conditions of labour in Tata Iron & Steel Co., vide pages 27-28, January 1929 report, page 44, April 1929 report, page 13, September 1931 report and page 26 October 1931 report).

Welfare Work in Cawnpore Mills.

The services of a Y.M.C.A. Secretary were loaned to Messrs. Begg, Sutherland & Co., a few years ago with a view to ^{organise} ~~conduct~~ welfare work among the workmen in their concerns in Cawnpore some of which are the Elgin Mills, the Textiles Ltd. and Cawtex Hosiery, the Cawnpore Sugar Works, the Gas Factory, the Brushware and the Cawnpore Electric Supply Corporation. The major part of welfare work is done in connection with the Elgin Mills which has about four thousand workers on the roll. In the beginning the field was surveyed and the lines of action were carefully laid down. There were three things in particular towards which efforts had to be focussed, namely, the workmen's economic betterment, the development of personality and ^{the relations} ~~reconciliation~~ between employees and employers. The following are the salient features of the programme of welfare work conducted in these mills and it is reported that the results have been encouraging.

Relations. - The workmen are encouraged to have direct dealings with their officers as far as possible in representing their grievances. In cases where direct dealings could not be secured, the Welfare Officer takes up the cases and reports to the authorities on the workers' behalf. Visits are paid to the workmen at their work and during leisure hours. Personal talks with men concerning their work and their social and economic problems have gone a long way in the efforts to bring about happy relations between the employer and the employed. All kinds of collective grievances of the workers have been brought to the attention of the Directors with alternative suggestions, and occasionally detailed suggestions are made for increasing the efficiency of the workmen and lowering the cost of production. The Welfare Superintendent ~~has~~ is reported to have been able to interpret the difficulties of one party to the other and in a general way has served as a 'safety valve' and a 'shock absorber' for the workmen by enabling them to give vent to their feelings of worked up or genuine resentment. A proposal is reported to be under consideration at present for the recruitment of labour on a ~~systemic~~ ^{syndicate} basis by the Welfare Officer himself and this put an end to the present system of recruitment through Foremen and Mistries which has given rise to many abuses.

Housing. - There are four settlements belonging to the Company for housing these workers, the biggest of these being the Elgin Mills Settlement. In the past they were in the hands of the mistries and petty foremen who grossly abused their authority in many directions. Recently a new settlement has been acquired from the Improvement Trust which built 64 quarters on the plot to meet the need of the working class population. "A" type house in these settlements has two rooms, a verandah and a store room, walled court-yard and a two seated latrine, and arrangements are in hand to give individual water taps in each quarter. The "B" type is the same as A but with one room, with no prospect of individual tap. The "C" type has only a room and a verandah.

Educational Facilities & Recreation. - A girls' school, and a boys' school for half time workers and the dependents of the workmen are being run in the Elgin Mills settlement. All half-time workers for Elgin Mills are recruited from this school. Half a pound of milk is given daily to each student of both the schools. There are two libraries for the benefit of the workmen, where vernacular newspapers and magazines, pictorials, and books on loan are provided, besides indoor games of all kinds, carrom being the most popular. Lectures and lantern lectures are delivered on subjects dealing with ~~travel~~ travels, geography, history, personal hygiene, and different diseases.

Medical Facilities. - Medical attention is paid in most of the factories. A ~~female~~ dispensary is provided for the womenfolk of the workmen, in charge of a lady doctor of sub-assistant surgeon grade. Recently a creche has been opened for the children of the women working in the Brushware. The female dispensary, the girls' school, the creche and other welfare work among women such as story telling, sewing, singing, different kinds of tamashas (recreational program) for women, house to house visits, child welfare, and advice to mothers, etc, are conducted under the supervision of the Welfare

Superintendent's wife, as an honorary worker.

^{been} Other Activities. - A cooperative credit society which ~~has~~ started is in full operation and has been of real help to a large number of workmen. Schemes have been prepared for annual holidays, long service bonus, provident fund, gratuities, etc., for ~~the~~ workmen. Pensions have been actually secured for old workmen or their widows. Special help is rendered in cases of hardship.

General Remarks. - It is reported that the extreme ignorance of the men themselves is a great hindrance in the work. The people of the United Provinces are said to be conservative in their habits, and Cawnpore is one of the worst cities of the province in this respect. Most of the difficulties and impediments to rapid development of welfare work therefore arise from their hopeless ignorance. These difficulties are aggravated by the Mistries and Foremen who are naturally opposed to the welfare officer as he limits their influence over the workers. Yet another difficulty has been the lack of confidence of the workers in the welfare officer. Though their confidence is being gained more and more, they still consider the welfare man in a vague way to be a capitalist's agent. They cannot understand why so much courtesy and kindness should be shown by this department, when inside the factories the treatment given to them by their mistries is different.

Extension of Health & Welfare Activities of Mines Boards:

Action on Whitley Report.

The Royal Commission on Labour in India recommended that the Mining Settlement Acts, which provide for the control and sanitation of the areas under the jurisdiction of the Jharia and Asansol Mines Boards of Health in Bihar and Bengal, should be amended so as to include welfare activities as part of the functions of those Boards and that the Boards be re-named Boards of Health and Welfare. They also recommended that each Board should be enlarged so as to give increased representation to employers and to include representatives of the workers, chosen, where possible, in consultation with their organisations, and at least one woman member.

On 14-9-1932, the Government of Bihar and Orissa addressed a letter to the Jharia Mines Board of Health requesting it to consult recognised associations interested in the matter, ^{re. the advisability of giving effect to the above recommendations} and forward their opinions along with the Boards, ~~regarding the above recommendations of the Whitley Commission.~~ The letter states that under the Law as it stands, expenditure on maternity and child welfare proper for the wives of labourers or for women Labourers and their children is a legitimate charge on the funds of the Mines Board; but these activities are not explicitly prescribed in the Act as functions of the Board. In order to give effect to the Commission's intentions it would apparently be necessary to make clear by an amendment of section 18 together with a definition that maternity and child welfare activities are functions of the Board. The recommendation that the Board should be enlarged in order to give increased representation to employers and to include representatives of the workers and ~~at least one~~ woman would also require legislation by the amendment of section 6.

The Committee of the Indian Mining Association ^{which} ~~who~~ was consulted in the matter replied that they had no objection to the Act being amended so as to make it clear that maternity and child welfare activities were functions of the Board, provided no large increase in expenditure was entailed and the Collieries were not called upon to make any increased contribution. As regards the question of increasing the representation on the Board, the Committee intimated that they did not approve of workers being represented on the Board but they would have no objection to the Act being amended so as to provide for one woman being included on the Board.

Hours of Work in U.P. Government Presses Increased.

It is understood from press reports that the United Provinces Government have decided to increase the working hours of all industrial workers employed in the Government presses in these provinces from 6½ hours to 8 hours with effect from 1-1-1933, and to grant to the men at present employed as salaried industrial workers an approximate increase of 10 per cent in their salary from the same date, in consideration of the increased hours.

In pursuance of this decision, the hours of all industrial workers in the press establishment of Government (other than workers on a shift system, engine-room and machine assistants) will, from 1-1-1933, be 8-30 a.m. to 12-30 p.m. and 1-30 p.m. to 5-30 p.m. The engine-room staff and machine assistants are to attend one hour earlier. Linotype and Monotype operators, and casting machine attendants and others at present on shift system are to attend either in the first shift from 5-30 a.m. to 2 p.m. with half an hour break or ^{from} 2 p.m. to 10-30 p.m. shift with half an hour break. The hours of branch presses are to be arranged to suit local requirements but would also have a working day of eight hours excluding rest periods.

The Government have also revised the scale of pay for new entrants to the clerical and menial staff of the press and the new scale would apply to new entrants from 1-1-1933.

The employees of the Government Press, Allahabad, are reported to have held a meeting ^{on 12-11-1932} to consider the new scheme ~~on 12-11-1932~~ at which they resolved to move the Government to cancel the new ~~scheme~~ ^{arrangement}.

Recruitment of Labour for Assam Tea Gardens
from the Madras Presidency, 1931-32.*

The following details regarding the recruitment of Labour for Assam tea gardens from the Madras Presidency are taken from the report on the working of the Assam Labour and Emigration Act in the Madras Presidency for the year ending 30-6-1932.

The system of recruitment (for details vide page 9 of our February 1931 report) is reported to have remained unchanged during the year. 33 licences were issued to local agents of which 3 were cancelled. 6,159 sardars were employed during the year and they worked under the licensed local agents. 6 licences of garden sardars in the Ganjam district were cancelled during the year. 8,489 emigrants were registered during the period under review in the presidency, as against 9,930 in the previous year. 8,357 of these were recruited for Assam, 51 for Cachar and 81 for Sylhet. Of the 8,489, 6,900 were actual labourers and the remaining 1,589 were dependents. Of the 8,489 emigrants registered, 6,588 only were despatched to their final destinations from the forwarding stations. Of the persons despatched, 6,527 (3,991 men, 1,353 women and 1,183 children) were for Assam and the remaining 61 (34 men, 18 women and 9 children) were for Sylhet.

(The working of the Act in the Madras Presidency during 1929-30 is reviewed at pages 9-10- of our February 1931 report and that for 1930-31 at page 16 of our January 1932 report).

* Report on the Working of the Assam Labour and Emigration Act for the year ending 30th June 1932. - Bangalore; Printed at the Mysore Residency Press and Published by the Manager, Central Publication Branch, Calcutta. -1932. - Price 6 annas or 8d. - pp.9.

Working of the Bombay Maternity Benefit Act, 1931-32*

The following information regarding the working of the Bombay Maternity Benefit Act, 1929, in the Bombay Presidency for the year ending 30-6-1932 is taken from the Annual Report on the working of the Act submitted by the Chief Inspector of Factories, Bombay.

Returns Received. - Returns were received from 374 of the 389 factories amenable to the Act. The few outstanding concerns employed few women, and probably did not pay any benefit. The Act was extended during the year to the outstanding factories in the Khandesh and Sholapur areas, to the districts of Dharwar, Thana and Kaira, and to the City of Poona. There were on the average 53,487 women employed daily in the factories in the Presidency which submitted returns. The number of women who claimed maternity benefits under section 6(1) was 6,185.

Benefits Paid. - 5,455 benefits were granted ^{during the year} compared with 5,231 in the previous year, and the amount paid was Rs. 128,542, an increase of about Rs. 7,000 over the preceding year. The claims paid per 100 women increased slightly in Bombay, but the percentage viz. 6.8, was considerably lower than in Ahmedabad and Sholapur where the high rates of the previous year were maintained. The report states that it appears certain that the birth rates amongst textile women in these centres are considerably higher than in Bombay. It is possible that the rates may be some reflex of the relative differences in industrial prosperity. The average benefit paid was Rs. 23-9-0. This, a slight increase over last year, very closely approximates to the maximum of Rs. 24-8-0, and indicates that the average woman is making almost full use of the pre-confinement period of abstinence ~~from~~ from work.

Attitude of Employers. - According to the report, ~~many~~ employers, as a whole, continued to treat claims liberally, although the claims in a few of the areas to which the Act has recently been extended have not come up to expectations due to a failure of the women to give the requisite notice, and to a feeling that the Act, which insists on a higher rate of benefit than the average earnings in several mofussil areas, is somewhat oppressive. Steps are reported to have already been taken to inform the women of their privileges and also of the qualifying requirements, whilst the mofussil employers' point of view regarding the rate of benefit has been supported.

Enquiry into Expenditure of Benefit Money. - The manner in which expenditure is ~~being~~ incurred being of some importance, was

* Annual Report on the Administration of the Bombay Maternity Benefit Act, 1929 for the year ending 30th June 1932 - Bombay: Printed at the Government Central Press 1932 - Price -Anna 1 or 1d. pp.3.

enquired into by Dr. Cama, the Lady Inspector of Factories. Enquiries were made from 157 women in 17 Bombay mills divided into 4 groups. The average expenditure under different items was found to be as follows:-

	Rs. As. Ps.		Rs. As. Ps.
Milk -	1-13- 0	Clothes. -	5- 0- 0
Household Maintenance Expenses.	3- 7- 0	Ceremony -	5-13-0
Extra food (excluding milk).	2-11-0	Ornaments -	1-10- 0
		Medicine -	0- 9- 0
Dai.	2-13-0	Total -	23-12-0

Only 15 of the women went to their villages for confinement, and of the remaining 142, 71 were confined in their homes by dais, 11 obtained the services of a nurse, 32 went into maternity homes and 28 did not receive any skilled assistance. A considerable ~~xx~~ variation in individual expenditure was noticed, but the figures prove how little is being spent on milk. Ceremonial expenditure varied considerably according to custom, and the economic status of the family. The Mochis ^(Cobblers) appear to spend considerably more than the Marathas in this direction, and an expenditure of Rs.60 was found in one case. In some instances, particularly where the women were sole earners, practically the whole of the benefit was spent in maintaining the household.

General Remarks. - The report remarks that there can be no question of value of the benefit to working women, and although mill women in Bombay still rely on the dai and on unskilled assistance, the figures prove that a considerable change has taken place in the last decade, since Dr. Barnes found in 1922 that 75 per cent of mill women in Bombay did not obtain skilled assistance. It is clear that the Maternity Benefit Act, and efforts made by Government and the Municipality supplemented by the Wadia Hospital, and the voluntary efforts of the Infant Welfare Society have done a great deal to alleviate the lot of working women in Bombay.

The Lady Inspector is reported to have taken pains to acquaint many women of the facilities and advantages offered in several areas and useful propaganda has been undertaken by the contribution of articles to the Millowners' Magazine. Matters dealing with the health of the mothers and the care of the children have been specially published, together with advice on the spending of the benefit to the best advantage. In the latter connection it is felt that it would be of distinct advantage if the Act would permit, subject to suitable safeguards, the payment of part of the benefit when a woman absents herself from work.

(The working of the Act in the Bombay Presidency during 1929-30 is reviewed at pages 41-42 of our December 1930 report and that for 1930-31 at pages 15-16 of the November 1931 report).

Grievances of Postal Employees; Deputation to D.G.P.T.

Messrs S.C.mitra, A.Das and M.R.Puri, members of the Legislative Assembly, who are connected with various Postal and R.M.S.Unions in the country ~~mf~~ waited on Mr. T.Ryan, Director General of Posts and Telegraphs, on 13-11-1932 in order to represent the various grievances of the Postal employees. Among the various grievances of the employees which were discussed, were the question of revised rules regarding punishment and right of appeal and memorial, the cut in salaries, the revised scales of pay for new entrants and allied matters.

Rules regarding Right of Appeal. - As regards the revised rules regarding punishment and appeals, the deputationists pressed that, as hitherto, even the lowest employees of the department should have the right of appeal to the highest authority at least in cases of dismissal or removal from service particularly in view of the fact that experience in recent years has shown that in more cases than one, the appellate authority had set aside the orders of the punishing authority. Mr. Ryan agreed with this view and promised to see if it could not be arranged that every aggrieved employee should have the right of appeal to the Postmaster-General of his Circle, though he feared that it was not possible to restore the old right of unrestricted appeals right up to the Secretary of State, ^{unless} ~~provided~~, they were sent through the proper channels.

Right of Memorial. - As for restoring the right of memorial, it appears that the Home Department has held the view that the right of memorial is not affected by the new rules laid down, and that, in any case, this subject is still open to consideration, and final

decision on the matter will be taken after giving full weight to the representations made on behalf of the Unions.

Cut in Salaries. - With regard to cuts in salaries, it is understood that Mr. Ryan accepted the contention of the deputationists that it was unfair to have extended the salary cuts to the subordinate staff of the Postal Department, when employees in other departments drawing below Rs.40 a month had been excluded. He stated, however, that due to financial stress, it would not be possible to provide relief in the near future.

Revised Scales for New Entrants. - As regards the revised scales of salaries for new entrants, ~~he~~ he said that the matter was still under the consideration of the Government of India, and ^{not} it would be premature to say whether any differentiation would be introduced as between higher and lower paid employees, but he promised to represent the views of the Unions to the Government of India, so that they could be taken into consideration in fixing the revised scales.

Quarterly Strike Statistics (Period ending 30-9-1932).

The Department of Industries and Labour of the Government of India, in a communiqué dated 22-11-1932, has published the statistics of industrial disputes in British India for the third quarter of 1932. During the period under review, there were 37 disputes involving 35,653 workers and entailing a total loss of 328,208 working days. The largest number of disputes occurred in the Bombay Presidency where 18 disputes involving 7,349 workers were responsible for a loss of 39,480 working days; Bengal comes next with 8 disputes involving 17,857 workers and entailing a loss of 156,496 working days; Assam

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with 5 disputes involving 1,874 workers and entailing a loss of 5,325 working days; Madras with 3 disputes involving 942 workers and entailing a loss of 6,276 working days; Bihar & Orissa, the Central Provinces and the United Provinces with 1 dispute each involving 4,000, 3,600 and 31 workers and entailing losses of 60,000, 60,600 and 31 working days respectively, ~~while~~ no strikes were recorded in Burma, Delhi and the Punjab.

Classified according to industries, ^{there were} 16 disputes in cotton and woolen mills involving 10,143 workers ^{and entailing} ~~were responsible for~~ a loss of 95,839 working days, 3 in jute mills involving 16,144 workers and entailing a loss of 149,866 working days, and 1 each in engineering workshops, railways (including railway workshops) and mines involving 589, 500 and 4,000 workers and entailing losses of 4,123, 500 and 60,000 working days respectively. In all the other industries together there were 15 disputes involving 4,277 workers and entailing a total loss of 17,800 working days.

Of the 37 disputes, 24 were due to wages, 10 due to questions of personnel and 3 to other causes. In 2 the workers were successful, in 8 partially successful and in 22 unsuccessful while 5 were in progress at the end of the quarter.

(The quarterly strike statistics for the first quarter of 1932 is reviewed at pages 13-14 of our May 1932 report and that for the second quarter at pages 21-22 of our September 1932 report).

Liquidation of Workers' Debts: A Trial Scheme for Delhi Province.

The Royal Commission on Labour made a series of recommendations for relieving indebtedness of industrial workers (Recommendations 181-191 vide pages 509-511 of the Whitley Report) of which one (Recommendation No.185) advocated that legislation should be enacted providing a summary procedure for the liquidation of workers' unsecured debts (vide page 233 of the Whitley Report). The method of giving effect to this recommendation has been under ^{the} consideration of the Government of India and they are of opinion that instead of attempting an all-India legislation on the subject, legislative proposals of a tentative nature may be framed to be applicable to Delhi Province, which has been considered an ideal province for its introduction. Delhi has been chosen as one of the most suitable places for the experiment as there is a fairly large industrial population, with a high standard of education. Until results of the experiments are obtainable, it is not likely, however, that special courts will be established. Cases to be conducted will be ^{heard} ~~done~~ by the existing courts, which are empowered to try cases under the Workmen's Compensation Act. It is understood that in the preliminary stages only cases of workmen earning less than Rs.100 a month will be considered.

In order to consider this proposal of the Department of Industries and Labour, an official conference, to be attended by heads of the various departments of the Government of India and the Chief Commissioner of Delhi, is to be held on 12-12-1932, ~~on the favourable decision of which the scheme will be put into execution.~~

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Reduction in Hours of Work: Views of Bombay Chamber of Commerce.

At pages 11-15 of our June 1932 report was given a summary of the salient features of the Draft Factories Bill framed by the Government of India. It will be remembered that the draft Bill has been circulated among the leading industrial and commercial bodies in the country through the provincial Governments and Administrations. The following is a summary of the views of the Bombay Chamber of Commerce, offered in consultation with the Labour Sub-Committee of the Chamber, on the proposed reduction of hours of work from the present 60-hour week to a 54-hour week, which is one of the most important changes proposed in the Draft Bill.

The Bombay Chamber of Commerce endorses in general the views of the Bombay Millowners' Association on the subject, a summary of which was given at pages 15-18 of our October 1932 report, and states that the textile industry is by far the most important industry in Bombay and that it is not possible for the Millowners to agree to the proposed reduction in the hours of work unless similar hours of work are enforceable in mills in the Indian States and some means can be devised whereby the consent of the workers themselves can be obtained to a reform which will give them the benefits of greater leisure, but which, at the outset, at any rate, will reduce their daily earnings. It is also emphasised that if the proposed reduction in working hours is introduced, the Millowners will be faced with the alternative of fighting a prolonged strike or raising their costs of production to such an extent as seriously to impair their competitive capacity vis-avis foreign manufacturers. In these circumstances the Committee of the Chamber is of opinion ~~that~~ that Government should drop the proposed limitations of working hours in perennial factories from ✓ the present Bill.

Minimum Wages in Ceylon: Efforts at Reduction.

Great efforts are being made by Ceylon estate managers either to get a suspension of the Minimum Wages Ordinance or to reduce the rates fixed by the Ordinance. Very recently the Colombo High Court decided an interesting case in which criminal proceedings were taken against an estate agent for paying a few of his labourers less than what the Ordinance required them to be paid though the workers worked only for six hours a day instead of eight hours. The lower court acquitted the manager, but on the appeal of the Crown, ^{of the High Court} two Judges held that the Magistrate should be directed to convict the manager and issue orders for the payment of the full wages due under ^{the} Ordinance. The Chief Justice held that though the result of the judgment might be that a number of estates would have to be closed down and that a large number of labourers would have to go with no bread instead of the three-quarter loaf which the contract challenged in this case secured to them, the law had to be enforced as it was. It is understood that the question of appealing to the Privy Council against this decision is being actively discussed in the Estates, since this was a test case to get a judicial decision on the question whether it is legal to pay wages depending on the hours worked.

There is another move to have the ordinance suspended so that the labourers may be paid according to the discretion of the estate managers. The Ceylon Estates Proprietary Association presented a memorandum on the Labour position on tea estates, to the Minister for Labour with the Ceylon Government, in which it was pointed out that the situation was rapidly becoming serious, with the prices showing no signs of improvement. Many estates, hitherto working at

a loss, were now at the end of their resources and it was declared that many might have to close down, unless some relief is afforded and a reduction of the minimum wage paid to estate labourers is ^{made.} ~~urged~~ ~~in the memorandum.~~ It is pointed out that owing to the fall in the cost of living, the Indian labourer is now drawing a relatively much higher wage than that contemplated when the Ordinance was introduced. Emergency measures for the introduction of a lower scale of wages are asked for, failing which, the memorandum states, ~~that~~ employers, in the effort to remain in production, with the willing cooperation of the labourers, will pay ~~wages~~ considerably less than those imposed under the Ordinance and thus render themselves liable to prosecution.

Calcutta Carters & Bengal Cruelty to Animals Act:

Enquiry Ordered.

It will be recalled that, subsequent to the serious rioting which took place on 1st April 1930, as a protest by the carters against certain orders passed by Government under the Bengal Cruelty to Animals Act, 1920, (vide pages 13-15 of our April 1930 report for details regarding the strike), the ~~Bengal~~ Government of Bengal appointed Mr. W.S. Hopkyns, to make an enquiry into the grievances of the carters. On receipt of his report, Government published their decision on his main recommendations (vide pages 36-37 of our May 1930 report), in the course of which it was stated that Mr. Hopkyns had recommended the appointment of a committee to investigate certain subsidiary points, but that Government had decided to postpone the appointment of ~~this~~ committee to a ~~later~~ date. Owing to the general depression in trade and the undesirability of doing anything which might lead to demands

for new expenditure, Government so far have not proceeded with the appointment of this committee. While there have been no serious outward manifestations of trouble, it has been apparent for some time past that there is a considerable amount of dissatisfaction both among those immediately concerned and among the general public in connection with the working of the Bengal Cruelty to Animals Act, 1920, in Calcutta. Representations have been made by the carters to the effect that the administration of the Act, which touches their trade more than any other, is found to be particularly irksome at a time when, owing to general trade depression, their earnings have greatly fallen, that the orders of the Courts often operate harshly and that their animals are not always properly treated in the hospitals.

In these circumstances, the Bengal Government have decided to appoint a committee to inquire into the present working of the Act, with special reference to the grievances mentioned in the carters' representations. The committee is to consist of a President and eight members, three official and five non-official.

¶ M. & S. M. Railway Strike.

Reference was made at pages 29-30 of our October 1932 report to the strike declared at the Perambur Workshops by the M. & S. M. Railway-men's Union at Perambur on 21-10-1932 as a protest against the retrenchment policy adopted by the administration. The strike continued during November and the Union decided to extend the strike progressively over other workshops in the Railway as well until the administration effected a satisfactory settlement. In pursuance of this decision, the strike was extended to the Arkonam Engineering

workshops where 859 workers out of 868 downed tools. Since the management announced that the clerical staffs' salary for the days worked in October had been forfeited for joining the strike, the workshop staff refused in sympathy their earned wages when their wages were offered on 12-11-1932. On 15-11-1932, the union sent a notice to the administration under section 15 of the Trades Disputes Act that the workmen in the Mechanical, Electrical and Stores Department employed at Perambur proposed to go on strike at the expiry of 14 days. On 19-11-1932, the strike spread to Hubli Mechanical workshops where 3,000 out of 4,000 workers, according to the Union, struck work. The administration, however, has stated that only 950 are at strike at this centre and not 3,000 as is stated by the Union. There has been no change in the strike situation since then.

It is understood that the All India Railwaymen's Federation is considering the question of extending the strike to other railways if the Government of India, which owns four-fifths of the capital invested in the M. & S.M. Railway, do not intervene and effect a satisfactory settlement at an early date.

In this connection the following statement made in the Legislative Assembly on 7-11-1932 in reply to a series of questions regarding the intention of the Government in regard to the A.I.R. Federation's threat to organise an all India strike as a protest against the Government's retrenchment policy, will be of interest.

Assembly Statement on Government's Retrenchment
Policy on Railways.

Alternatives to Retrenchment. - The main alternatives to the method of discharge of surplus staff that were proposed by the Federation were:- (i) the grant of compulsory leave without pay and (ii) borrowing from the Depreciation Fund. These suggestions had as their object not only the avoidance of further discharges but

the reinstatement of employees discharged last year. The Government of India were unable to consider any suggestions made with the object of reinstating employees discharged last year. They were also unable to accept the proposition that money should be borrowed from the Depreciation Fund in order to avoid discharging staff surplus to requirements, which would, in their opinion, amount to the grant of an un-employment dole from public revenues for the sole benefit of railway servants.

Compulsory Leave in lieu of Further Retrenchment. - With regard to the proposal to avoid further discharges by the adoption of a method of compulsory leave by rotation, they consulted railway administrations who were generally not in favour of adopting this procedure in order to avoid discharging staff permanently in excess of requirements, though certain administrations were prepared to consider its adoption when staff were temporarily in excess of requirements and when their services were likely to be required again before long. The Government of India did not consider that it would be justifiable to ask staff who were in no danger of being retrenched and who were already subject to the emergency cut in pay to agree to the further wage cut entailed by compulsory leave by rotation. While, however, they were unable to accept this suggestion of the Federation as a general alternative to discharge, they have authorised such railway administrations as wished to do so to adopt the method as an alternative in definite categories when the financial effects of both the methods were approximately the same. They have also agreed, at the request of the Federation to voluntary retirements being permitted on special terms up to the 31st October, 1932, from units in which there was no surplus but where there was a waiting list of men discharged with the object of facilitating the re-employment of the latter. Finally, they have asked railway administrations to make allowance for normal wastage and to adopt other suitable expedients to minimise discharges as far as may be reasonably possible. These, with the special terms that have been offered to induce voluntary retirements, have resulted in the anticipated number of persons to be discharged in the course of the present retrenchment being very materially reduced. While the surplus staff including those likely to become surplus in the near future was estimated in January 1932 to be 11,959 employees, the total number of employees it has so far been decided to discharge is only about 1,900. This, however, does not include a surplus of nearly 1,000 employees on the Bengal Nagpur Railway and 700 in the Engineering Department of the Great Indian Peninsula Railway, but it is expected that the staff to be discharged out of these surpluses will be reduced by voluntary retirements and transfers to other suitable posts, so that the total of the staff to be discharged will not, it is anticipated, exceed 3,000 employees and may be less.

(Extracted from the Legislative Assembly Debates
of 7-11-1932. Vol. VI. No.1 of 1932. pp. 1711-1712.)

Industrial Organisation.Workers' Organisation.All-India Socialist Party Formed.

A preliminary meeting of Indian socialists, convened by Jamnadas M. Mehta and Ghelshankar D. Vyas, was held at Bombay under the presidentship of Jamnadas M. Mehta on 23-10-1932 with the object of organising an All-India Socialist Party in the country. The meeting was attended by 44 labour leaders, chief among the attendants being Messrs. N.M. Joshi, Syed Munawar, S.G. Warty, Miss Maniben Kara, Dr. G.Y. Chitnis, Miss Nariman, and Mr. S.C. Joshi.

Objects of the Party. - In a statement made by Mr. D. Vyas at the meeting, the objects of the proposed party was said to be that, in view of the fact that the masses of the people in general and the working class in particular were lacking in political consciousness and that the interests of labour might go by default in the new Constitution and the reformed Legislature, a Political Party having India-wide influence was essential to protect those interests and agitate for them both inside the Legislature and outside in the day-to-day struggle of the masses, to instil socialist ideology into them and ultimately to establish the socialistic order of society by the capture of political power by parliamentary democratic methods. The speaker then suggested that the Party, if formed, should work in co-operation with Trade Unionists, but not try to dominate them. The mere economic Trade Union Movement was to be lifted to the political plane and that could be done, according to him, only by a Socialist Party collaborating with the various Trade Unions in India. The most baffling problem to the Party, it was declared would be that of the Indian peasant, who was wedded to the land and who, therefore, could hardly be brought round to accept abolition of private property and socialisation of all the means of production which was the pivot of Socialism. However, as peasantry formed the largest bulk of India's population, the Party could not ignore its problems. A way had to be devised by the meeting whereby even the peasant as a class could be persuaded to accept the Socialist creed. The relation of the Party to the national struggle for freedom also required clear definition. As the working class in India was not imbued with the ideology of Socialism and the Trade Union Movement was in a state of infancy, the Party that was to be formed must be composed only of the political-minded Trade Unionists and the declassed intellectuals drawn from the middle and even the capitalist classes.

Opposition to the Formation of Party. - Mr. N.M. Joshi declared that he was opposed to the formation of the proposed party since he saw no basis in India for the organisation of a purely Socialist political Party. In India nationalism was the strongest factor dominating the minds of the masses and a purely Socialistic Political Party organisation would directly come into conflict with it. No movement that was averse to it, would have a ghost's chance to

in succeed in India. He, therefore, advised caution to the meeting and not to rush up a political organisation of the type that was contemplated. Moreover, he would not associate with any movement that sought to turn Trade Unions into fertile fields of political agitation, because that would, in his opinion, mar the economic interests of labour. He ~~was~~ would rather favour the formation of a Socialist Society or League to spread the knowledge of Socialism in India, and educate public opinion, not tying itself down to any programme of political agitation.

A few communists led by Dr. Chitnis who attended the meeting also opposed the formation of the party but on other grounds.

On the motion of Mr. S.C.Joshi that the All-India Socialist Party be formed of the members present and a committee be appointed to draft its constitution, aims and objects, the Party, however, was formed and the following members were appointed to draft the constitution, policy and programme of the Party:

Mr. Jamnadas M.Mehta, Chairman; Mr.Chhelshankar D. Vyas, General Secretary; Mr. N.N.Menon, Joint Secretary; Messrs. S.C.Joshi, M.N.Talpade, C.M.Cooper, M.V.Donde, S.G.Warti, G.N.Sahasrabudhe, M.D.Marolia, P.P.Laud, and Chitre, Members.

Trade Union Movement in the Punjab, 1931-32*

The following information regarding the progress of the trade union movement in the Punjab is taken from the Report on the working of the Indian Trade Unions Act, 1926, in the Punjab during 1931-32. The year under report was the fourth complete year of the working of the Indian Trade Unions Act in the Punjab.

Number of Registered Unions. - The total number of unions, including three federations, at the close of the year was 25 as against 22 at the close of the year 1930-31. 9 new applications were filed

* Report on the working of the Indian Trade Unions Act, 1926, in the Punjab, during the year 1931-32 - Lahore; Printed by the Supdt., Govt. Printing, Punjab, 1932 - Price: Re. 0-12-0 or 1s.2d. - pp.8

for registration during the year as compared with five during the previous year, and three applications were pending from last year. Of them seven resulted in the registration of seven new unions. The names of four unions were removed from the register during the year under report and their certificates of registration cancelled under the provisions of section 10 of the Act.

Membership & Finances of Unions - Of the 22 registered ^{unions} at the close of the year under review, complete annual returns in the prescribed form ~~have~~ ^{were} not been submitted by five. Two of them have submitted information only as regards membership. Of the three federations, the Punjab Provincial Trade Union Congress ~~was~~ ^{has} been unable to submit the income and expenditure statement on the ground that its records were destroyed by fire, ~~with which were returned in the~~
~~General Secretary's~~ Without taking into account the three unions from which returns have not been received, the total number of members of the remaining 19 unions at the close of the year was 21,627 as compared with 9,931 of 16 unions at the end of 1930-31 and 26,318 of 12 unions at the end of 1929-30. It is remarked that while there has been a welcome increase as compared with last year, the total number of members still falls substantially below the figure of 1929-30. The average number of members per union during the year under report was 1,138 as against 662 in 1930-31, and 2,193 in 1929-30. The North-Western Railway Union which had a membership of 6,000 at the close of the previous year was able to enlist 13,172 new members during the year. As regards federations, the total number of unions affiliated to them was 49 at the end of the year as compared with 45 in 1930-31 and 38 in 1929-30.

The opening balance of the 17 unions from which full returns

were received, was Rs. 2,844, the income during the year Rs.7,545 and expenditure Rs. 8,582. The closing balance of the unions was Rs. 1,807 as against Rs. 3,212 in 1930-31 and Rs. 8,056 in 1929-30. As regards federations, the opening balance was Rs.165-8-0 , the income during the year was Rs.999-11-0, the expenditure Rs.913-14-9 and the closing balance Rs.251-4-3. The financial position of the Punjab Labour Board shows a distinct improvement.

✓ Political Funds & Appeals. - As in previous years, no trade union or federation subscribed to any political fund, nor was any appeal preferred against the order of the Registrar during the year.

#10

Economic Conditions.

Statistics of Hand-loom Weavers in Madras Presidency:

Government Note to Tariff Board.

The following interesting information regarding the economic conditions of hand-loom weavers in the Madras Presidency is taken from a communication sent by the Government of Madras to the Tariff Board in reply to a press communiqué issued by them on the question of granting protection to the cotton textile industry.

Statistics re. Weavers and their Production. - The communication states that, not withstanding the lack of precise information, it is indisputable that the handloom weaving industry — though occupying a far lower position, relatively, in the textile industry than it did a century ago — is of immense importance, providing employment in this Presidency for a population second only to that engaged in agriculture. The total population supported by the industry (cotton spinning, sizing and weaving) was 1,118,628 according to the 1911 census, but fell in 1921 to 687,083 (or 911,901 if we include "weavers unspecified"). The recent census figures indicate an increase in the number of actual weavers in the last ten years from 304,000 to 486,248 (about 60 per cent). Some doubt, however, arises as to the accuracy of the figures since the same census gives the number of looms as only 193,474 (including looms used for artificial silk). This is an increase of only 15 per cent over the 1921 figures of 169,451. On the other hand, a survey of cottage industries made in 1928 gave an estimate of 259,451 looms in that year. In view of the decrease between 1911 and 1921, and the known difficulties under which the hand-loom weaving industry has been labouring in recent years, the probable number of weavers employed in 1931 may be put somewhere between 300,000 and 350,000 and the number of looms between 200,000 and 250,000. The production has been ~~re~~ estimated roughly at about 70 million lb. of yarn. Estimates of the amount of hand-spun yarn produced is taken from figures given by the All-India Spinners Association. That body estimates the value of yarn so produced in 1930-31 in the Madras Presidency at about 3.2 million of rupees, which at an average price of 6 annas a yard — (Rs.1-14 a lb.) gives an output of ~~8~~ 8½ million yards — an insignificant contribution to the total consumption.

Effect of Duty on Hand-loom Industry. - The effect on hand-loom weavers of the duty on piece-goods is determined by the fact that the duty operates to assist their chief competitors, the mills. It may be ~~conjectured~~ that the handloom industry could withstand the competition of foreign textile goods better than that of the mills.

General Remarks. - The details given in the preceding paragraph, meagre as they are, indicate that the handloom industry has made little progress in the last generation, that it has not succeeded

in establishing its position in respect of any of the various lines on which the cotton industry is conducted and that it is in evident danger of being displaced still further by mill competition. The communiqué states that such a prospect cannot be regarded with equanimity in view of the immense importance of preserving this ancient handicraft as a source of employment for a large part of the rural population and of the undesirability of permitting the production of cotton cloth to become entirely a factory industry, with its concomitants of social maladjustment and deterioration in public health. The lack of progress in the handloom industry is no doubt due to a variety of causes, and the Madras Government, believing the industry to be potentially solvent, have carefully examined numerous suggestions for its improvement with special reference to the internal defects from which the industry suffers. These defects consist mainly in a want of steadiness, thrift, and industry in the character of the weavers, their chronic indebtedness, their primitive appliances, and their complete lack of organization. The reform of each of these defects represents a problem of great difficulty. Over and above all these defects, which may be to some extent curable by means within the disposal of this Government, are the external handicaps on the duty on yarn and the preferential position of the mills. Unless some restriction is placed on the power of the mills to raise yarn prices against the handloom weavers (within the wide margins allowed by the existing tariff), or unless some agreement can be entered into with regard to the respective sphere of the handlooms and the mills, it is exceedingly doubtful whether any internal reform of the handloom industry can succeed even in arresting its gradual decay. The handloom weavers are definitely handicapped by the duty on yarn of counts above 40s. The mills are only slightly benefited by it, their production of such counts representing only about 3 per cent of their total output of yarn. The abolition of this duty is, therefore, strongly advocated. The withdrawal of the duty on gold-thread, and of the machinery duties, in so far as they apply to identifiable handloom plant and accessories, is also urged.

But these measures are not ^{is in observed} sufficient by themselves. In order to achieve the improved organization, in apparatus, marketing and finance, which the industry imperatively requires, it is necessary to have a fund at the disposal of the organizing body, and it has from time to time been suggested that such a fund might be found by the levy of an excise duty or cess on yarn consumed by mills. That suggestion is again put forward.

Tea Industry in Assam, 1931.

The following facts regarding the condition of tea industry in Assam during 1931 is taken from a report on the subject for 1931 published by the Government of Assam:

Number of Estates & Area under Cultivation. - The number of gardens in Assam at the close of the year 1931 was 999 as compared with 996 in the previous year. Of these, 249 gardens were owned by Indians. Three new gardens were opened during the year and 18 gardens were not worked during the year under report. The total area under tea during the year decreased from 432,944 acres of the previous year to 431,037 acres, new extensions being 6,516 acres and abandonments 8,423 acres. The area plucked increased from 401,708 acres to 402,312 acres, and represents 93.3 per cent of the total area under tea against 92.6 per cent. in the previous year. The area owned by Indians was 45,862 acres. The total area of land comprised within the tea estates in Assam was 1,648,236 acres against 1,655,544 acres in the preceding year, of which 26.2 per cent was actually under tea. The area of estates in the occupation of Indian planters was 221,247 acres.

Number of Labourers. - The daily average number of labourers employed in tea gardens during the year was 530,892 against 555,907 in the previous year, the permanent garden labour being 469,114, permanent outside labour, 28,081 and temporary outside labour 33,697, against 480,041, 34,960 and 41,806 persons respectively in the previous year. The decline in the number of labourers employed is attributed to the practice of economy owing to the depressed condition of the industry. The incidence of area under tea to labour comes to .81 acre per man against .78 acre in the previous year.

Outturn and Condition of Industry. - The total outturn of tea in this province during the year was 242,567,663 lbs. of black tea and 674,455 lbs. of green tea against 231,666,578 lbs. and 1,749,505 lbs. respectively in the previous year, or an increase of 9,826,035

lbs. in all. The increase in outturn is attributed to the favourable growing season, and to the abandonment in many gardens of the finer plucking adopted in 1930. The average outturn per acre for the province which was 605 lbs. increased in the year under report by 24 lbs. as compared with the previous year.

The general condition of the industry was most unsatisfactory and was even worse than in the previous year owing to the further decline in the price of tea. There were large accumulations of tea in stock due to over production in the past and to the diminished purchasing power of the people in the tea-drinking countries owing to the general trade depression, and the report states that until these stocks are disposed of there is little hope of improvement in prices. The preferential treatment of Empire tea imported into Great Britain which came into force since the close of the year under report has so far had little effect on the prospects of the tea industry in this province. The condition of the industry at present is reported to be extremely grave. 18 gardens were not worked during the year, and many more, especially the smaller concerns, will probably be compelled to close down in the near future unless conditions improve.

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Employment & Unemployment.

Christian Unemployment Bureau, Madras.

In pursuance of a motion adopted at a meeting of the Madras Representative Christian Council in August 1932, the Committee on Unemployment among Indian Christians has established an Employment Bureau from 6-10-1932. It is believed that at this time when unemployment is acute, conditions favour and require the establishment of such a bureau. It is hoped that the Bureau will be effective in relating some of the unemployed members of the Christian community in South India to suitable employment and that the experience gained from the working of this Bureau will be helpful in the formation of the educational policy of missions in future. An interviewing committee of employers has been organised and entrusted with the responsibility for registering names and qualifications and confirming references.

The Madras Catholic Social Guild.

A Catholic Guild was organised at Madras at a meeting held on 6-11-1932 to enable Catholics to take a prominent part in social work. One of the social works to be undertaken by the Guild is the establishment of an employment bureau.

Bombay Catholic Unemployment Agency.

In response to the suggestion made by the Archbishop of Bombay, it has been decided to start a Catholic Employment Agency in Bombay under the auspices of the Society of St. Vincent de Paul, to assist Catholics who are in need of employment. The object of the agency will

not ~~be~~ to assist the unemployed with monetary or other help, which the parish conferences will continue to do according to their resources, but to have a central register of those unemployed whom the conferences consider as capable and fit to work and to find suitable avenues for their employment by appeals to local administrations, railway companies and other employers.

Slum Clearing in Hyderabad (Deccan):

Improvement Board's Report, 1932.

The progress report of the Hyderabad City Improvement Board for the triennium ending 1930, which has recently been published contains a mass of information regarding the efforts made by the Nizam's Government to clear the city slums during the period under review. It will be recalled that in view of the unsatisfactory nature of the health and sanitation of the city, the Government of His Exalted Highness sanctioned the formation of the City Improvement Board in 1914, and the expenditure incurred on the work of the Board since then amounts to Rs.15.1 millions. The present report is the third of its kind, the first two having been issued in 1919 and 1930 respectively. (A summary of the report issued in 1930 by the Superintending Engineer of the Board was given at pages 61-63 of the report of this Office for May 1930).

The present report gives details of the work undertaken and the respective amounts spent thereon. Slum clearance work accounted for Rs.974,172; construction and improvement of ~~the~~ traffic roads; Rs. 248,246; drains, about Rs.63,000; and miscellaneous, over Rs.150,000. Under slum clearance work, not fewer than 16 different schemes were worked out. They included the clearance of the slums on the banks of the river Musi, the laying out of a Children's Park with a pavilion and apparatus for recreation; the construction of model houses at various localities; the Red Hills Scheme for developing the lands lying adjacent to the Red Hills; land acquisition; etc. Under the Housing scheme which includes the construction of model houses for the

^{most of}
 A people who are unhoused owing to compulsory acquisition or who are desirous of living in sanitary and rat-proof houses. Before the commencement of the triennium 748 buildings had been put up at a cost of Rs. ~~931,000~~^{931,000} million. During the triennium under review, greater attention was paid to this work and 487 model houses were built at a cost of Rs. 817,374.

New Schemes. - In 1339 Fasli (1930) the following three schemes were approved by the Board and Government sanction has been applied for; 1. To clear up by partial demolition method the Noor Khan Bazar slum area, estimated cost Rs. 1,230,000; 2. Widening and relieving the congestion of Pathanwadi behind the Osmania General Hospital cost Rs. 150,000; 3. Development of lands below Afzal Sagar tank and construction of model houses cost Rs. 700,000.

Triplicane Slum Welfare Conference, Madras.

A Slum Welfare Conference was held at Madras under the aegis of the Triplicane Sociological Brotherhood, Madras, on 29 & 31-10-1932 and 1 & 2-11-1932. The aim of the Conference was to focus public attention upon the problem of the slums in Madras — a problem that grows in extent every year, and to devise means whereby private citizens and philanthropic bodies can assist the authorities in solving the problems and removing the reproach of the slums.

The Brotherhood had appointed in August last four Sub-committees to which various aspects of the slum problem in the city had been assigned for special study and suggestions for reforms. The reports

and recommendations of these sub-committees were considered by the Conference and many important resolutions adopted. The following are brief summaries of the Sub-committee reports and of the more important resolutions passed by the Conference.

Report of Sub-Committee No. 1 (Slum Conditions). - Sub-Committee No.1 was deputed to conduct a detailed survey of the condition of slums in the Eastern area of Triplicane and Mylapore divisions of the city. The report submitted by the committee contains a detailed and accurate account of the number of houses in representative slums in the area, the number of occupants in each house, the occupations of the residents, the extent of literacy, sanitary and medical facilities and the economic conditions of the slum dwellers. In addition to the tabulation of figures, the report gives a brief historical survey of the growth of the slums in this quarter of the city, a general description of conditions in the slums and sets out constructive proposals for the amelioration of the existing conditions.

Report of Sub-Committee No-2 (Community Centres). - This Sub-Committee was entrusted with the work of exploring the possibilities of establishing Community Centres for temperance work. The Brotherhood became first interested in the subject in 1918 and since then a few attempts, all of which proved abortive, were made to establish such centres. The report of the Sub-Committee has surveyed the field and has suggested the starting of a centre at Parthasarathi Kuppam on an experimental basis.

Reports of Sub-Committees No.3 & 4 (Social Legislation and Child Labour and Compulsory Education). - The third sub-committee was asked to survey the scope of social legislation in slum areas, and the fourth sub-committee to inquire into the question of child labour and compulsory education. The report on "Social Legislation" indicates the extent to which existing legislation bears upon the problem of the slums, the manner in which it is being put into effect and the ways in which private philanthropic institutions or individuals may help to implement the operation of such legislation. The report on "Child Labour and Compulsory Education" contains a general survey of the problem of child labour as it exists in the local slums. It describes the types of occupation in which children are employed and indicates the lines along which solutions ought to be sought. The Sub-Committee recommends that the first step towards a solution lies in a serious attempt to bring about an enforcement of the Madras Elementary Education Act, 1920, which was introduced in all the divisions of the Madras city in 1928, and in a few divisions some years before.

(One set of the printed reports of the four Sub-Committees was forwarded to Geneva with this Office's minute of 24-11-1932).

RESOLUTIONS. Re. Slum Welfare. - I. That a scheme should be framed and worked for housing the poor, in the slums in this locality (eastern area of Triplicane and ^{Mylapore} on the most economic and healthy lines,

(i) by finding suitable sites and evolving the best model houses and improving sanitary facilities in existing slums, (ii) by evolving a scheme of Co-operative Societies among the poor people and enlisting their participation and co-operation in the scheme, (iii) by enlisting also the co-operation and support of the Government, the Corporation, the General Public and the authorities of temples, mosques, churches and other religious and charitable institutions, and (iv) in other suitable ways.

II. That attempts should be made to provide in the four blocks into which the slums of the area fall - - - - a system of aided or honorary medical relief on the lines of the Rural Medical Practitioners' Scheme or of honorary surgeons and doctors.

III. That this Conference is of opinion that propaganda on the subject of thrift and cooperation is necessary in the slums of the area and requests the Madras District Central Cooperative Bank and the Madras Provincial Cooperative Union Limited to render assistance in the matter.

IV. That this Conference is of opinion that steps must be taken to coordinate the working of social service organisations in the area, in order to prevent overlapping and to secure economy and efficiency.

Re. Community Centres. - V. A series of resolutions were passed supporting the proposal of the Sociological Brotherhood for the immediate establishment of a Community Centre in Parthasarathy Kuppam and commending this project to the generous support of the Government, the Madras Corporation and the public of Madras. The Corporation of Madras is requested to provide funds for the erection and equipments of a suitable building and to make provision in all future slum clearing schemes for the establishment of similar Community Centres. Lastly, the Brotherhood has been recommended to explore the possibilities of introducing subsidiary home industries in the slum area.

Re. Social Legislation. - VI. Resolutions were passed suggesting that efforts should be made by social workers to popularise the sanitary provisions of the City Municipal Act, the Sarda Act, the City Tenant's Protection Act and other enactments affecting or dealing with slum life by translating them into the vernaculars of the City and broadcasting them in the area.

VII. Whereas the enforcement of the Immoral Traffic Act has driven some of the brothel-keepers to quarters where the poor people live, namely lines and slums, this Conference suggests that social workers should, in co-operation with the Madras Vigilance Association and the Women's Indian Association, take steps to prevent the gravitation of brothels to slums.

Re. Child Labour and Compulsory Education. - VIII. This Conference is of opinion that the employment of children in bidi factories and other workplaces is injurious to their health and prevent them from attending school and receiving proper education and therefore recommends the legal abolition of child labour in all such employments.

IX. This Conference, while welcoming Mr. Arasu's Bill in the Madras Legislative Council to regulate the conditions of employment in the bidi factories in the city, holds the view that legislation should apply also to other unregulated trades and recommends that the Government of Madras should itself undertake legislation as soon as possible with a view to preventing the employment of children in all workshops.

X. This Conference, holding the view that the place of every child is at school and not in a factory or workplace, makes the following recommendations:-

(a) That the Corporation of Madras should administer the Compulsory Education Act more strictly with a view to enforcing the attendance of children who do not attend school.

(b) That an Attendance Officer for each division should be appointed by the Corporation.

(c) That the Corporation Attendance Committee be requested to coopt persons representing social service organizations with a view to assisting them in this work.

(d) That the Corporation of Madras should prosecute such parents and guardians as refuse to send the children under their care to school or systematically offend the Education Act.

(e) That the Corporation be requested to supply midday meals, books, slates and clothing to poor and needy children.

XI. This Conference recommends the institutions of an advisory Committee to help the boys and girls of the slum area in securing suitable employments after their school education.

The Rockefeller Health Scheme in India.

The International Health Board of the Rockefeller Foundation have established "Health Units" in Ceylon and Travancore State and in July 1932 opened a demonstration unit at Partabgarh, United Provinces. The unit at Partabgarh provides the same degree of health protection in rural areas as is enjoyed by some of the cities, the

object being intensive public health work in a small area to develop the interest of the villagers in their own health and demonstrate to them the value of public health measures. The Foundation has given a fellowship to one medical officer of health from this province to study the work in Ceylon and to two others to study the work being done in the U.S.A. and other places.

The total cost of the scheme in the three years for which the experiment at Partabgarh is proposed to be conducted will be Rs.101,667, of which the Rockefeller authorities will meet Rs. 36,437 (50 per cent of the cost in the first year, $33\frac{1}{3}$ per cent in the second year and 25 per cent in the third year). The Provincial Public Health Department and the Provincial Branch of the Indian Red Cross Society are, it is understood, meeting between themselves the ^{balance} ~~sum~~ of Rs.65,230 that is necessary to secure the assistance of the Rockefeller Foundation.

The area over which the scheme will be applied will be about 50 square miles and contain approximately 150 villages. The staff will consist of one medical officer, one travelling dispensary and five sanitary inspectors for general public health work, and one medical woman, three health visitors and ten midwives for health visiting, maternity and child welfare work.

Safety First Association of India, Bombay: Inaugural Meeting.

References were made at pages 7-9 of our November 1931 report and at pages 48-49 of our December 1931 report to the formation of the Safety First Association of India in Bombay. After a good deal of preliminary work, the Association has begun functioning and the formal inauguration was conducted by Mr. V.N.Chandravarker, Mayor

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of Bombay. For the first time an organized attempt was now been made to introduce safety first ideas into India and it is hoped that in course of time the movement would spread from Bombay into other important centres in India, until it became an all-India organization. With that object the Association had been registered under the name of the Safety First Association of India.

Lieut.-Colonel H.C.Smith, in the course of his address at the inaugural meeting, stated that the Association had three things in mind, namely, safety in public streets, industrial safety and what was termed public safety.

Cooperation.

Progress of Cooperation in Hyderabad State during 1930-31.

According to the review of the Government of Hyderabad on the Report of the Registrar of Cooperative Societies in the State for the year ending 31st Amardad 1340 Fasli (7-9-1931), the cultivators of Hyderabad suffered like their fellows in other lands and the situation became acute just at the time when collections began. The prices of all agricultural produce fell precipitately and in some cases farmers hardly found it worth while to cart their grain to market. In addition to this, the mistake previously made by over-financing ^{societies} involved serious consequences, the recovery of many of the loans advanced becoming extremely difficult. It is observed that it seems hopeless to realise them in full and losses of interest as well as principal seem inevitable.

The effects ^{of the depression} are clearly seen in the work of the Dominions Bank, which recovered only Rs. 277,364 as principal and Rs. 189,966 as interest, as against Rs. 733,799 principal and Rs. 226,440 interest in the previous year. Central Banks, whose number at the end of the year stood at 33, suffered in the same way as the Dominions Bank and repayments of principal and interest were only just over Rs. 500,000 as against over Rs. 1.3 million in the previous year. Interest due ^{Central Banks from Societies at the} to the end of the year had increased from Rs. 750,000 to Rs. 1,025,000. The position is admitted to be grave in five out of the fifteen districts in which 938 agricultural societies owe ^{Rs.} 2.8 millions ~~of~~ out of ^{Rs.} 4.9 millions of principal outstanding and nearly Rs. 750,000 out of Rs. 950,000 of interest. Greater caution is now being exercised in advancing loans and the Director-General has issued a detailed circular to all Banks enjoining caution in financing societies.

The condition of Agricultural Societies is not better. Only

172 new societies were registered during the year. Government expresses its regret to see that so few new societies were registered. The slow progress is said to be due to the reluctance of Directors to finance new societies but Government are convinced that this policy is short-sighted. The various Agricultural Societies own a capital of over Rs. 4 millions the sums advanced to members during the year being Rs. 965,845. More than two-thirds of the advances were for agricultural purposes.

The Non-Agricultural Societies are of two classes: the salary-earners' societies and societies for village artisans. The former worked satisfactorily; they own a working capital of Rs. 1.95 million and repayments during the year amounted to over 1.3 millions. The artisans' societies are, on the contrary, in a state of stagnation.

(The progress of Cooperation in Hyderabad State during 1929-30 is reviewed at pages 34-35 of our February 1931 Report).

Progress of Cooperation in Bihar & Orissa, 1931.*

The following information regarding the progress of the Co-operative Movement in Bihar & Orissa during 1931 is taken from the Report on the Working of Cooperative Societies in Bihar & Orissa for the period, issued by the Registrar of Cooperative Societies in the Province.

General Progress. - The policy of caution in registration of new societies continued to be followed during the year under review.

* Report on the Working of Cooperative Societies in Bihar and Orissa for the year 1931. - Superintendent, Government Printing, Bihar & Orissa, Patna. 1932. - Price - Rs. 2-8-0. - pp. 34+ xxxii.

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and only 228 were registered. The total number of working societies of all kinds, including central banks and guarantee unions, at the end of the year was 9,309 as against 9,404 last year, the decrease of 95 being due to the gradual weeding out of worthless societies. This decrease, ~~ix~~ it is stated, does not imply any real falling off in the strength of the movement since most of the dissolved societies had been moribund for years, many from the start existing only on paper. Societies are now only being registered when the ground has been thoroughly prepared and there is a reasonable expectation of their success.

The year 1931 was one of exceptional difficulty for all banking concerns owing to causes too well known to need recapitulation. During the first half of the year conditions were not abnormal but with the discarding of the gold standard by the United Kingdom and the issue of Treasury Bonds giving an interest return of from $6\frac{1}{2}$ to 7 per cent by the Government of India the money market was seriously disturbed. The prevailing economic depression and low prices, particularly of agricultural produce and lac, seriously affected the members' repaying capacity and aggravated the effects of past mistakes of central institutions in the financing of societies.

Provincial Bank. - According to the report, in spite of adverse conditions, the Provincial Bank was able to show a satisfactory year's working. The working capital of the Provincial Bank which had risen from Rs. 7.763 to nearly Rs. 8.0 millions by the 30th June, had again fallen to Rs. 7.729 millions at the end of the year. The total amount of deposits had during the same period risen from Rs. 6.75 to nearly Rs. 6.95 millions and fallen to Rs. 6.5 millions. It is worthy of note, however, that individuals' deposits amounted at the end of the year to Rs. 5.76 millions showing a rise of about Rs. 300,000 in comparison with the previous year, while deposits from central banks and other societies showed a decrease from Rs. 1.285 ^{millions} to Rs. 748,000. The paid-up share capital increased by Rs. 10,800 to Rs. 587,400 and the profits earned during the year amounted to Rs. 108,600 as against Rs. 98,800 in the preceding year. The general reserve fund was increased by Rs. 25,500 and is now over Rs. 300,000.

The total advances to central banks and societies increased by Rs. 1 million for the reasons given above and stood at Rs. 5.307 million at the close of the year, viz., Rs. 4.634 millions in the form of loans and Rs. 673,000 on account of cash and maximum credits. The average lending rate of the bank remained the same as last year, viz., 6.3 per cent. The loan rate to central banks, however, was increased to $6\frac{1}{2}$ per cent and has been further increased to 7 per cent. since the close of the year.

Central Banks & unions. - The number of central Banks remained unchanged at 67. There was a slight decrease by Rs. 8,000 in the paid-up share capital of the banks, which stood at Rs. 2.4 millions at the end of the year. The total reserves (including bad debt and other funds) increased by nearly Rs. 125,000 to Rs. 1.625 millions. The working capital showed an increase by over Rs. 2.5 to

to nearly Rs. 23.5 millions. The paid-up share capital and reserves constituted 10.2 and 6.9 per cent respectively of the working capital. The total reserve fund of the banks amounted To Rs. 915,726 an increase of Rs. 72,235 over last year's figure. The number of banks holding reserves exceeding Rs. 20,000 remained the same as last year, viz., 14. Reserves exceeding Rs. 40,000 were held by four banks as against three last year. The total of reserve and other funds amounted to Rs. 1.631 million as against Rs. 1.508 million last year, and further increases were made in the sinking, building and bad debt funds.

Agricultural Societies. - Although there was a slight decrease by 18 in the number of agricultural societies of all classes, which stood at 8,799 at the ^{end of} the year, the report records an increase in the membership by 6,874, the total number of members at the close of 1931 being 234,428. The reserve funds and deposits held by these societies also increased from Rs. 3.225 ^{millions} and Rs. 881,000 to Rs. 3.408 ^{millions} and Rs. 927,000 respectively. Their working capital, however fell by over Rs. 550,000 to Rs. 23.6 millions, the proportion of share capital and reserves to working capital rising from 20 to 21.3 per cent. Owing partly to the more cautious policy now followed by the banks and partly to a reluctance on the part of the societies themselves to incur fresh liabilities when they are already heavily in arrears, the total amount of loans advanced to members during the year showed a heavy fall, amounting only to Rs. 1.627 millions as against Rs. 3.366 millions in the preceding year and Rs. 6.45 millions in 1928.

Non-Agricultural Societies. - The principal kinds of non-agricultural societies were wage earners' societies, salary earners' societies, fishermen's societies, Home industries associations, Housing societies, traders' banks and artisans' societies, public health and village welfare societies, societies for the depressed classes and weavers' societies. The total number of non-agricultural societies was 329 with a membership of 27,460 as against ~~333~~ 333 societies and 26,908 members in 1930. The working capital of ^{these} societies in 1931 was Rs. 3,885,766 as against Rs. 3,752,956.

(The Report on the working of Cooperative Societies in Bihar and Orissa for the year 1929 is reviewed at pages 51-54 of our November 1930 and that for 1930 at pages 45-47 of our November 1931 reports).

House of Labourers, Comilla.

The House of Labourers was a pioneer experiment in establishing a Co-operative Colony, started in 1922 and its success has been ^{hailed as} remarkable. According to a statement issued by the Directors of the House on the occasion of the opening of the Electric power house attached to the House, the institution was started in February, 1922 by seven

friends, all young men of the "badralog" class. The organisers had no capital and they found it difficult to raise any. However Rs.210 was collected and they started the House of Labourers with this amount. By dint of hard work the young men developed the institution into a first class business House. The working capital of the House is now over Rs. 200,000, and ^{the} institution has been responsible for finding employment for a large number of unemployed. The Minister of Agriculture and Industries with the Bengal Government, who performed the opening ceremony of the electric power house paid a warm tribute to the enterprise of the founders of the House and stated that their success was due to their realising fully the dignity of labour and never grudging even the meanest manual labour in the ^{concern} of the working of the institution. He further advocated the starting of similar Houses throughout the country by educated unemployed men on the model of the House of Labourers, so as to minimise unemployment by self help.

Education.

Industrial Education in Bihar & Orissa, 1931-32*

The following information regarding the progress of industrial and technical education in Bihar and Orissa is taken from the annual Report for 1931-32 of the Director of Industries in the Province.

General Survey. - The number of institutes in the province offering technical education and industrial training of all kinds towards the close of the fiscal year 1931-32 was 23, excluding the Indian School of Mines and the Beniadih Industrial School, as against 28 in the previous year. The number of students on the roll of these institutes was 2,022 during the year. Courses of instruction in these institutes covered civil engineering both of college and below college grades; industrial diploma course covering engineering trades, subjects such as carpentry, smithy, moulding, foundry, pattern-making, machinists' trade, motor-mechanism, electricians' trade, wood-finishing, motor-car painting, electro-plating, oil-engine driving and so on; metallurgy of iron and steel; geology; metal mining; coal mining including evening instruction for apprentices engaged in coal mines; and industrial chemistry including soap-boiling. In addition to the above, training in handicrafts such as hand-weaving in cotton, silk, wool; dyeing and calico printing; basketry; toy-making; boot and shoe making; leather working; hosiery knitting on hand machines; durrie, carpet, newar and tape weaving; tailoring and book-binding and printing was also available.

The outstanding feature of technical education during the year was the revision of the educational programme carried on by the Tata Iron and Steel Company, Limited, at Jamshedpur whereby the Jamshedpur Technical Institute which was brought into existence with liberal grants from the provincial ex-chequer ten years ago, came to be replaced by a new system of apprentice training formulated by the Directors of the Steel Company. (Vide pages 15-16 of this report under the section dealing with conditions of Labour for details of the scheme). The Steel Company's new scheme, however, failed to meet with the approval of the local Government with the result that the Government recurring grant of Rs.25,000 per year to the institute ceased from November, 1931. Under the new scheme there will be no reservation of seats for this province as hitherto. The youngmen of this province will henceforth be required to compete on equal terms with the rest of India for admission to this great industry.

Expenditure on Technical & Industrial Education. - Total expenditure on technical education including instruction in handicrafts during the fiscal year 1931-32 amounted to Rs.544,505 (excluding indirect charges on certain handicraft institutes which were treated as commercial concerns) as against Rs.660,781 in the previous year. Of this sum the Government institutes accounted for Rs.464,897 as against Rs. 556,357 in the previous year; scholarships and stipends, Rs. 20,886 as against Rs. 26,870; grant-in-aid to technical institutes,

* Department of Industries. - Annual Report of the Director of Industries, Bihar and Orissa, for the year 1931-32-Supdt., Government Printing, Bihar & Orissa, Patna, 1932.- Price -Annas 12 - no.62 + 4

Rs. 50,963 as against Rs. 64,023 and to handicraft institutes Rs. 7,759 as against Rs. 13,531. These figures clearly show the effect of retrenchment necessitated by the present financial stringency.

General Remarks on Progress of Technical Education. - The report states that despite severe industrial depression there has been no dearth of candidates for admission to various institutes and other technical educational schemes during the year. If anything, the number of applicants has been somewhat in excess of the previous years. When it is borne in mind that technical education in India generally follows the completion of elementary education in quick succession (in the case of the old artisans even elementary education was not considered either essential or necessary) without the gap between the two being filled by any system of comprehensive secondary education of a prevocational character as is invariably the case in the West and that technical instruction through the medium of vernaculars is still in its early infancy, the progress and development registered in the sphere of technical education in Bihar and Orissa so far has been considered satisfactory. It is remarked that these great drawbacks are further accentuated by the extremely narrow outlook of industry in its policy of recruitment of its skilled employees. Instead of looking to the technical institutes for a steady supply of its requirement in skilled men it persists heedlessly in following the traditional method of recruitment. The inevitable result is that the bulk of the army of industrial workers in factories in the province are mere rule and thumb men, appallingly illiterate, and wholly devoid of ambition. But signs are not wholly wanting that this state of affairs is on its way to undergo the desired change for the better. For this changed outlook much credit is due to progressive enterprises such as the Steel Works at Jamshedpur and the Workshops of the East Indian Railway at Jamalpur which not only appreciate the value of technically trained men but have gone so far as to formulate and maintain technical educational programmes of their own at a considerable expense.

Industrial Training in Cottage Industries. - The report states that the cottage or handicrafts industries form an important feature of the economic life of this province as they serve to supplement the earnings of rural agrarian population by furnishing spare-time occupation for them. In this respect they are not unlike unemployment insurance for industrial workers in the West. Crafts plied are many and varied. Wood-working, metal-working, pottery, basketry, weaving, leather-working, toy-making, dyeing and printing are some of the important industries which may be mentioned. Of these, hand-weaving and allied crafts are by far the most important economically. It is remarked that it is safe to assume that the present economic depression has not affected these crafts to the same extent as the organized factory industries. In fact, there are reasonable grounds for the assumption that large scale reduction in imports, and the present high revenue duties on imports, coupled with increased interest in "Swadeshi" goods have perhaps furnished a considerable fillip to these industries for the time being. To the extent that these industries have benefited from these factors they have helped the agriculturists to tide over one of the most difficult periods of their existence.

The measures adopted by the department during the year for the conservation of these handicrafts have continued on the same lines as before. They have visualized the task as consisting of -

- (1) attainment of a very high standard of technical knowledge and skill by the workers,
- (2) application of more efficient appliances and improved processes in these industries, and
- (3) provision of better marketing facilities so as to stimulate the consumption of their products outside the local markets.

Further, it was recognised that for the adult workers engaged in cottage crafts peripatetic demonstration is the best, while for the younger workers a technical or industrial school is the more suitable. For handicrafts such as hand-weaving in cotton, silk, and wool, dyeing and printing, toy-making, hosiery knitting, carpet, newar and durrie weaving and so on, courses of instruction have been organized in handicrafts institutes. Of the institutes in this category, both Government and private, all continued to work satisfactorily during the year. Peripatetic demonstration parties in weaving and dyeing in the different districts of the province are reported to have continued to work successfully during the year.

(Progress of industrial and technical education during 1929-30 was reviewed at pages 47-49 of our monthly report for February 1931).

Enquiry into Condition of Education in
Travancore State; Committee Appointed.

The Government of the Travancore State (Native State in Madras Presidency) has decided to appoint a committee to enquire into the condition of education in the State and to make recommendations for improving it. The Chairman of the Committee is expected to be Mr. R.M. Statham, C.I.E., Principal of the Madras Presidency College.

The Travancore Government is spending ^{on education} in the current year Rs. 4,624,000 out of an estimated total revenue of Rs. ~~225~~ 22.319 millions. The same proportion of expenditure on education has been going on in the past twenty years. Schools have been increasing steadily to keep pace with increasing numbers of schoolgoing boys and girls. The present population of the State, in round figures, is 5,100,000 ~~1278~~

(2,600,000 males and 2,500,000 females). It has today a literate male population of 38 per cent, as against 14.4 in British India, 14.3 in Mysore and 5.7 in Hyderabad State, and a literate female population of 18.3 per cent as against 2 in British India, 2.2 in Mysore and 0.8 in Hyderabad State.

Primary education is free in the State but the housing and equipment of the schools are far from satisfactory and primary school teachers are low-paid. The organisation of secondary education also leaves much to be desired and there is a large body of opinion in the State in favour of introducing vocational bias in the educational system. It is to enquire into all these matters and to suggest methods of increasing the efficiency of education now imparted and in addition of giving vocational bias to the whole system that the Committee has now been appointed.

Education Scheme for Rangoon Municipality

Employees' Children.

The Finance Committee of the Rangoon Corporation at a recent meeting considered certain draft regulations for the creation of an educational stipend fund to assist the education of children of municipal employees, left without means, to complete their school education. A yearly contribution of Rs.1,200 is to be made by the Corporation to a fund to be opened for this purpose. A school stipend is to be an amount representing the monthly tuition fee actually paid, but where necessary tuition fee is to be supplemented by additional sums for books and equipment. No grant or stipend is to be given

if the deceased or the incapacitated officer was in receipt of pay in excess of Rs. 500 a month. Stipends or grants are to be awarded by a board consisting of the Commissioner, the Secretary and the head of the department in which the Municipal employee was employed. The regulations are to be submitted for approval ~~by~~ the Local Government.

Industrial Education in the Punjab, 1931-32*

Technical and Industrial Education for Boys. - According to the Report on the Department of Industries, Punjab, for the year ending 31-3-1932, the year under review did not witness any increase in the number of industrial schools in the province. The total number of students on the rolls of all the schools, fell from 4,764 to 4,428. The decline is attributed to the discontinuance of the primary classes. These classes were abolished because it was considered that the purely general education which was imparted in the first four classes is the concern of the Education Department; and the abolition gives more space for industrial classes and enables the Department to concentrate on purely industrial education. In each of ~~the~~ five schools two higher classes providing advanced training in the crafts taught there were introduced. The Woodworking Institute, Jullundur, took final shape during the year and the Government Industrial School, Ambala, was raised to the status of a Metal-working

* Report on the Department of Industries, Punjab, for the year ending 31st March 1932 - Lahore; Printed by the Supdt., Government Printing, Punjab -1932. - Price: Re.1-12-0 or 2s.8d. - pp.12+29+XVII

Institute on the discontinuance of the Industrial Middle Classes. The building of the Metal Works Institute, Sialkot, was completed and the necessary machinery installed.

Total expenditure on industrial education fell from Rs. 398,417 to Rs. 378,571. Of this amount Rs. 21,054 represented grants-in-aid to privately-managed schools. The total receipts from all Government schools was Rs. 19,824 compared with Rs. 13,445 last year. The income from fees was Rs. 4,695 against Rs. 4,467 last year. The income per head from fees has increased from a little under ^{Rs.} to a little over Re. 1. This is still a very small amount to pay for a boy's education but the small increase coupled with the drop in the expenditure on scholarships is considered to be a move in the right direction.

Financial stringency undoubtedly stood in the way of several desirable developments in industrial education, but it is reported that schools are taking the matter of the improvement of their equipment into their own hands and have started making tools and machinery for their own use. There is a distinct improvement in the percentage of passes in the final industrial Middle Standard Examination. In the year under report 69 per cent of the candidates were successful compared with 54 per cent in the previous year in spite of the fact that the standard for the examination had been appreciably raised. The improvement is attributed to the elimination of the primary classes. It is interesting to learn that while the boys who pass out of the industrial schools do not as yet command higher wages than the ordinary artisan, they do, however, experience no difficulty in securing employment, and are able to win rapid advancement to positions of responsibility as a result of the good grounding which they have

received in the schools. It is understood that certain proposals are under ^{the} consideration of the Director of Industries for modifying the present course of training so as to make it more specialised and more apt to turn out a finished product which can at once be absorbed into trade and industry.

Technical and Industrial Education for Girls. - 750 girl students were studying in Government and private industrial schools during the year under report. There is evidence of a considerable public demand for instruction of this kind which unfortunately cannot, in the present financial circumstances, be fully met. Three private industrial schools for girls closed down during the year for lack of funds, while eight continued to function. The ~~girls~~ girls in these schools numbered 374. The number of students in the Government Zenana Industrial School, Lahore, increased from 177 to 195. 52 out of the 63 students who sat for the diploma examination of the school were successful, of whom 16 secured posts in industrial schools in the Punjab and elsewhere. The Lady Maynard Industrial School for Women, Lahore, on account of lack of accommodation and staff, had to restrict the number of student to 170.

Industrial Loans. - 58 new applications were received during the year for the grant of loans under the Punjab Industrial Loans Act, while 26 were pending from the previous year. 28 loans were sanctioned amounting to Rs. 100,000 as compared with Rs. 74,650 during the previous year. Industries which were assisted in this way included sugar refineries, hosiery factories, tin printing, block making and printing, cigarette making, tanning, sports goods, cutlery ~~making and printing~~, cosmetics, and several others. As no single loan was less than Rs. 1,000, the ~~industry~~ assumed that cottage industries either did not apply for loans or were unsuccessful in their applications. Since the introduction of the Act a sum of Rs. 461,950 has been advanced to 140 applicants. Of this amount Rs. 330,552 was outstanding at the close of the ~~year~~ year.

Migration.Condition of Returned Emigrants; Government Statement.

Reference was made at pages 73-75 of our October 1932 report to a demonstration staged at Calcutta by returned emigrants from the Colonies demanding repatriation to the Colonies from which they returned to India. The demonstration focussed public attention on the condition of returned emigrants and a series of questions were asked in the Legislative Assembly regarding the condition of returned emigrants in general and of Calcutta demonstrators in particular. The following is a summary of the statement made in answer thereto by Mr. G.S. Bajpai, Secretary to the Government of India in the Education Health and Lands Department.

A considerable number of the Calcutta demonstrators would appear to have been settled at Matiabruz for several years and to have often petitioned the Government of India that they should be sent back at Government expense either to the colonies from which they came or to some other colony. Thus, the question as to how Government could best assist them was said to be engaging attention for a long time. Government have not found it possible to accede to the request that they should be sent to some colony at the expense of Indian revenues, mainly on the ground that since 1919 nearly 150,000 emigrants have returned to this country from the colonies. It was remarked that, there is no reason to assume that economically and socially India has treated them differently from the small group who have congregated at Matiabruz. If financial assistance were given to these latter to re-emigrate on the ground that they find conditions in India uncongenial, the Government holds that it would be impossible to refuse similar assistance to the much larger number who had settled elsewhere in India or who might hereafter return from the colonies, and the financial drain thus imposed on Government would become continuous and incalculable.

Attempts were made in 1926 and 1928 to persuade the Governments of British Guiana and Fiji to take back at their own expense some of the emigrants who had returned from these colonies and 350 and 173, respectively, were thus sent back. Efforts were also made to find an outlet for some of the Matiabruz colony in Malaya, but without success. The prevailing economic depression, it is remarked, rules out all prospects of successful negotiations with any of the colonial Governments concerned to replace these people in the colonies from which they came, for the tendency all over the world now is to discourage fresh immigration while the depression lasts. The only course reported to be open to the Government of India is to endeavour to persuade these people to go back to those places in the interior

of India from which they originally came and to find work for them there suited to their capacities and aptitudes. Considering that the vast majority of those who have returned from the colonies appear to have been absorbed in the mass of the population, there is no reason why the small proportion now at Matiabruz should not be similarly accommodated, provided that they are willing to adapt themselves to Indian conditions in the same spirit in which other returned emigrants have done. The Government of India can think of no other satisfactory solution.

The above statement outlining Government policy re. resettlement of returned emigrants was received with disappointment in the country, and the Hindu of 17-11-1932 makes the following editorial comments on the statement.

It means that the Government are not prepared to do anything for the unfortunate Indians who have returned to their homeland from countries to which they or their forefathers had emigrated in most cases at the suggestion of our Government and on the invitation of the Colonies. . . .

This statement is significant in so far as it is an admission on the part of the Government that there are few among the hundreds of persons who have returned to this country from the colonies who prefer to stay here if they are allowed facilities to go back, The Government cannot altogether escape responsibility for this state of things. If they had betimes warned Indians in the Colonies that if they return they might find their position difficult, repatriation could not have occurred on the scale it has done now. May they not also have asked the Colonies to shoulder their share of the burden of finding jobs for these people who had spent probably the best part of their lives in the Colonies?

Indians in South Africa and Feetham Commission.

Reference was made at page 75 of the report of this Office for October 1932 to the appointment by the Union Government of South Africa of a Commission with Justice Feetham as Chairman to enquire into individual titles of occupation of Asiatics in proclaimed lands in the Transvaal before any action is taken on the Land Tenure Act. It is now understood that the Executive of the South African Indian Congress has decided not to have anything to do with the Commission.

The reason for non-co-operation, it is said, is that the law is opposed to the interests of Indians and directly violates that part of the Cape Town Agreement which refers to the obligation on the part of the Union Government to look upon and treat Indians as members of the permanent population, entitled to the same rights and privileges as are enjoyed by the whites. The Indian community apparently feel that by cooperating with the Feetham Commission they would be jeopardising the interests of Indians of this and coming generations.

It is, however, understood that the threatened passive resistance as a protest against the passing of the Act will not be begun until the Commission reports. Public opinion in this country ^{has become} ~~is~~ sceptic about any good that may accrue to Indians from the work of the Commission, after going through the terms of reference of the Commission which are:

(1) to examine each individual case of occupation of proclaimed land by coloured persons in the Transvaal, and to compile a register of (i) those individuals who are in legal occupation; (ii) those individuals who are in illegal occupation; (2) in the case of coloured persons under (1) (ii), to make proposals as to the exercise by the Minister of the Interior of the power entrusted to him under section 131 A. of the Precious and Base Metals Act, 1908 (Transvaal), as amended by Act No. 35 of 1925, the considerations governing the proposals put forward by the commission to be (a) the character of the occupant, and, in the case of occupation for trade purposes, the nature of the trade carried on; (b) the period during which illegal occupation has continued; (c) the character of the areas occupied, i.e. whether such areas are already largely occupied by coloured persons or are predominantly European; (d) the wishes of the other occupants in those areas; (e) the hardships which the enforcement of the law would involve.

Abolition of Contract Labour in Malaya.

The final step towards the abolition of long term contract labour in British Malaya is taken by the introduction into the Federated Malaya States Federal Council of a Bill entitled the Labour Code (Amendment No.2) Enactment, 1932.

The object of the Bill is to give effect to the recommendations of the Labour Bureau of the Netherlands East Indies and the Labour Department of Malaya, that the system of indentured labour in Malaya for natives of the Netherlands Indies should be abolished and free recruitments substituted. It accordingly provided for the repeal of the Netherlands Indian Labourers' Protection Enactment 1927, under which Netherlands Indian workers could be engaged to labour in the Federated Malay States for a maximum period of 900 days' work, and subject to a system of penal sanctions. Instead, Netherlands Indians will fall under the general provisions of the Federated Malay States Labour Code, and will work under monthly civil agreements.

The Bill provides that before departure from the Netherlands East Indies every immigrant is to be provided with a memorandum in which is to be set out the main terms of his employment; such a memorandum is not to be deemed to constitute a contract of labour. On disembarkation in Malaya, the immigrant is to be medically examined and treated or repatriated if necessary. No immigrant is to be deemed to be indebted to his employer for advances on wages, cost of passages and transport to the place of employment or any other count prior to arrival for a sum greater than \$20. The indebtedness of any immigrant is to be abated by 25 per cent in respect of each calendar month during which he completes 20 days' labour at the place of employment for which he was recruited. Any immigrant who received a passage under a promise to labour and fails to fulfil this promise is to be liable to pay the Controller of Labour \$20 or such lesser sum as may be fixed.

Provision is to be made for the repatriation of immigrants by the monthly retention from wages of 1/36th part of the cost of repatriation, as determined by the Controller of Labour. If the agreement to labour of any immigrant is determined before the expiration of three years, the employer is to refund to the immigrant the sums retained and the immigrant will lose his right to repatriation. The immigrant who continues in the same employment for the full term of three years will be entitled at his option to claim repatriation or the return of the sums deducted for repatriation.

The Bill will not affect a large body of workers. In 1931, there were employed on estates and mines in the Federated Malay States 108,355 British Indians, 59,530 Chinese and only 3,041 Netherlands Indians. The first 2 classes of labourers and the greater part of the third class were employed under a system of free monthly engagements. The new measure will, therefore, only have the effect of bringing a small number of Netherlands Indian labourers under the same system. By doing so, however, it will put an end to the last remnants of penal sanction to long term contract labour in the Federated Malay States.

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References to the I. L. O.

The Hindustan Times of 14-12-1932, the Times of India and the Leader of 15-12-1932, the Hindu of 16-12-1932 and the Indian Labour Journal of 18-12-1932 publish a news item to the effect that the Madras Chamber of Commerce has suggested to the Government of India the name of Sir Phiroze Sethna for nomination as the Indian employers' delegate to the 17th session of the I.L.Conference.

* * *

The Hindustan Times of 29-11-32 and the Hindu of 2-12-32 publish the news that the Southern India Chamber of Commerce has suggested the name of Mr. Ambalal Sarabhai for nomination as the Indian employers' delegate to the 17th session of the I.L.Conference and those of Messrs. Gopala Menon and V.K.Chetty as advisers to the delegate.

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The Statesman of 9-12-32, the Hindustan Times and the Leader of 10-12-32 and the Advocate of 11-12-32 publish a news item to the effect that the Federation of Indian Chambers of Commerce and Industry has recommended the name of Mr. Ambalal Sarabhai for nomination as the Indian employers' delegate to the 17th session of the I.L.Conference.

* * *

The combined monthly circular issued by the Karachi Indian Merchants' Association for October and November 1932 publishes the news that the Association has recommended the name of Mr. Ambalal Sarabhai for nomination as the Indian employers' delegate to the 17th I.L.Conference.

* * *

The Advocate of 11-12-32 publishes the news that the Bihar and

and Orissa Chamber of Commerce has suggested the name of Mr. Ambalal Sarabhai for nomination as the Indian employers' delegate to the 17th I.L.Conference.

* * *

The November and December combined issue of the Trade Union Record publishes a letter issued to the Unions affiliated to the Indian Trades Union Federation by the General Secretary of the Federation, in the course of which attention of the affiliated Unions has been drawn to the items on the agenda of the 17th I.L.Conference and the Preparatory Technical Conference to be held in January 1933 to consider the question of reduction of hours of work in industry. The letter also requests the Unions to send recommendations for the nomination of the Indian workers' delegation to the 17th I.L.Conference.

* * *

The Servant of India of 24-11-32 publishes a letter from its Geneva Correspondent under the caption "The I.L.O. and the Crisis" in the course of which the proceedings of the 60th session of the Governing Body of the I.L.O. which was held at Madrid are reviewed.

* * *

The Statesman and the Hindu of 10-12-1932, the Hindustan Times of 11-12-1932, the Times of India and the Leader of 12-12-1932 and the Indian Labour Journal of 18-12-1932 publish a press communiqué issued by the Government of India on 9-12-1932 to the effect that the report of the Tripartite ~~xxxx~~ Preparatory Conference of January 1933 will form the 5th item on the agenda of the 17th I.L.Conference.

* * *

The combined monthly circular issued by the Karachi Indian

Merchants' Association for October and November 1932 publishes the opinion expressed by the Association on the report submitted by Mr. D.S. Erulkar to the Federation of Indian Chambers of Commerce and Industry on the special session of the Governing Body held in September 1932 to consider the proposal of M. de Michelis on the reduction of Hours of Work in Industry. The Association is of opinion that the peculiar conditions of labour and industry in India, as also the defective nature of the mechanism generally in use in the country, do not warrant any general reduction in the present hours of work and urges the Government of India to issue instructions accordingly to their representative at the Tripartite Conference of January 1933.

* * *

The Statesman and the Hindustan Times of 9-12-32 and the Times of India and Leader of 10-12-32 publish a summary of the Council of State debate of 8-12-32 on the resolution of Mr. Clow, the Secretary to the Government of India in the Department of Industries and Labour, recommending the Governor General not to ratify the Convention re. the Age of Admission of Children to Employment in Non-Industrial Occupations nor to accept the Recommendation on the subject.

(The full text of the debate is given at pages 9-13 of this report under the Section dealing with Ratification).

The Guardian, Madras, of 15-12-32 publishes a long article under the caption "Child Labour in Non-Industrial Occupations" summarising the main provisions of the Convention and criticising the attitude taken by the Government of India in recommending non-ratification of the Convention. The article finally recommends the undertaking of a careful

inquiry into the conditions of labour of children.

* * *

The Indian Labour Journal of 11-12-32 publishes a long article under the caption "Age of Admission of Children to employment in Non-Industrial Occupations" contributed by the Director of this Office. The article examines the problem in all its bearings and puts forward various arguments why the Government of India should ratify the Geneva Convention on the subject.

The same issue publishes an editorial article under the caption "A Retrograde Move" condemning the Government's proposal of non-ratification of the Convention.

* * *

The December 1932 issue of "India and the World" publishes an article under the caption "India and the International Labour Organisation" contributed ^{by} the Director of this Office. The article examines the benefits that have accrued to India by her connection with the I.L.O.

(A cutting of the articles from "India and the World" was forwarded to Geneva with this Office's minute H.4/2711/32 dated 8-12-32).

* * *

The December 1932 issue of "India and the World" publishes a review of Dr. Pillai's book "India and the International Labour Organisation."

(A cutting of the review from "India and the World" was forwarded to Geneva with this Office's minute H.4/2711/32 of 8-12-32).

* * *

Federated India of 30-11-32 publishes a communiqué issued by

this Office on the election of Sir Atul Chatterjee as the president of the Governing Body of the I.L.O.

(Copies of the communiqué were forwarded to Geneva with this Office's minute H.2/2604/32 dated 10-11-1932).

The same issue of Federated India comments editorially on the election and says:

"The importance of the event consists in the fact that this is the first occasion that an Indian has been thought fit to be President of an international body. India, though an original member of the League of Nations (an "attribute of Dominion Status", according to Mr. Wedgwood Benn, ex-Secretary of State for India) does not enjoy any equality of status at Geneva, as she is yet to become a member of the League Council, although her financial contribution to the League is pretty big."

* * *

The Statesman and the Hindustan Times of 13-12-1932, the Times of India of 14-12-1932, the Leader of 21-12-1932 and the Advocate of 18-12-1932 publish the Statement issued by Mr. Walchand Hirachand regarding the formation of the All-India Organisation of Industrial Employers.

(Copies of the Statement and the Constitution of the Organisation were forwarded to Geneva with this Office's minute F.6/2752/32 of 22-12-32

* * *

The Hindu of 15-12-32 publishes a summarised version of the Mysore Legislative Council debates of 14-12-32 in the course of which reference is made to the Bill to repeal the Breach of Contracts Act in Mysore (vide page 11 of the October ~~and~~ 1932 report of our office and to our minute G.1/2627/32 of 17-11-32). It is understood that the Bill will be passed at a subsequent meeting of the Council.

* * *

Mr. K. E. Matthew, a member of the staff of this Office delivered a lecture on 4-12-32 at the Delhi Y. M. C. A. on the subject of "Social Efficiency". In the course of ~~the~~ his lecture, Mr. Matthew dealt with the conditions of labour in India which were chiefly responsible for the inefficiency of the Indian worker and expressed the opinion that the Indian labourers' efficiency may considerably be increased by improving the conditions of life and work of the workers of this country. The benefits that have accrued to India by her participation in the various sessions of the I. L. Conference have tended to increase the efficiency of Indian workers. ^{The lecturer} and pointed out that the industrial efficiency of India will be greatly augmented by the country's whole-hearted adherence to the social programmes of Geneva.

* * *

Under the auspices of the Graduates' Political Science Club, Allahabad University, Dr. R. P. Paranjpye delivered a lecture on the League of Nations in the course of which the aims and objects, and the achievements of the I. L. O. and India's connection with the I. L. O. were reviewed elaborately. Mr. C. Y. Chintamani, Editor, the Leader, and Member, 2nd Round Table Conference, who presided on the occasion, in the course of his concluding remarks stated that the League of Nations in general has not achieved much ~~and~~ as far as India is concerned. He declared "India has little to expect because it is a dependent country." The I. L. O., according to Mr. Chintamani, has proved more useful. Reviewing the activities of the I. L. O., he said "We may confidently look forward to better results following from its work. Labourers everywhere always have reason to be grateful to President Wilson for

having made the I. L. O. a part of the League of Nations and for having facilitated the advancement of labour conditbns in country after country". The speeches of Dr. Paranjpye and Mr. Chintamani were published in the Leader of 7-12-1932 and in New India of 18-12-32.

The Leader of 8-12-1932 publishes an editorial article commenting on Dr. Paranjpye's lecture in the course of which it observes:-

"We have never made any secret of our opinion that at the present moment the policy and administration of the League is controlled to a great extent by France and Britain who have not hesitated to use it for imperialist purposes. At the same time we hope that this is a passing phase and that ultimately the weaker nations will come into their own, who, having no axes of their ~~of their~~ own to grind, will utilize the machinery of the League for better purposes. As regards India's position in the League organization, while we are far from satisfied with the present state of affairs, we believe that it is the subordinate character of the Government of India which is more to blame. How is it, for instance, that while the newest of state members has been admitted to the Council, India, one of the original members, has not been? How is it that while America is not even a member of the League, there are more Americans than Indians employed in the Geneva secretariat? We have only to improve the character and constitution of the present Government of India. Geneva cannot afford to disregard the legitimate demands of a self-governing India."

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The Hindu of 20-12-1932 publishes a British Official wireless message to the effect that the recent publication of the I. L. O., "Hours of Work and Unemployment", estimates the present number of unemployed in the world at 30 millions and the loss in wages at over £ 4,000 million per annum. The message also calls attention to the fact that unemployment which has been a consequence of the economic depression is now one of the causes of the expansion of that depression.

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The December 1932 issue of the Indian Post, Delhi, publishes

a long article under the caption "Towards the Forty-Hour Week" contributed by the Director of this Office. The article explains the necessity for reduction in hours of work in industry and the effort now made by the I. L. O. to bring about an international agreement on this point.

(A copy of the Indian Post containing the article was forwarded to Geneva with this Office's minute H.4/ 14 /33 dated 5-1-1933).

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"Capital", Calcutta, of 1-12-1932 publishes an article contributed by Mr. S. Keshoram, a member of the staff of this Office, under the caption "Economic Aspects of Prison Labour" in the course of which reference is made to the suggestions made by the I. L. O. for removing the present defects in the employment of prison labour as far as it affects free labour.

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Ratifications.

India and Convention and Recommendation re. the Age of
Admission of Children to Employment in Non-Industrial Occupations:
Motion for Non ratification Adopted by Council of State.

The following is the full text of the debate which took place in the Council of State on 8-12-1932 when the Hon. Mr. A.G. Clow, Joint Secretary to the Government of India in the Department of Industries and Labour, introduced a resolution recommending non-ratification of the Draft Convention re. age of admission of children to non-industrial employment adopted by the 16th I.L. Conference:

The Honourable Mr. A.G. Clow (Government of India; Nominated Official): Sir, I move:

"That this Council having considered the Draft Convention and Recommendation concerning the age for admission of children to non-industrial employment adopted by the International Labour Conference at its sixteenth session, recommends to the Governor General in Council that he should not ratify the Draft Convention nor accept the Recommendation".

It is a matter of regret to me that this recommendation should be couched in the negative form that it takes. The subject of the Convention is one which I am sure will appeal to all Honourable Members of this House. It represents one of the now numerous efforts to ensure that childhood shall be really childhood and not an anticipation or an aggravation of the toils of adult life. As Honourable Members may have observed, the Convention contains provisions specially designed to meet the case of India, which makes it the more unfortunate that we are not able to accept those provisions. I hope, however, to be able to convince the House that the ratification of this Convention is impracticable, indeed impossible, in existing circumstances.

In September last, the Department to which I belong circulated to Honourable Members copies of the Report prepared on this Conference by Sir Bhupendra Nath Mitra and Sir Atul Chatterjee who represented the Government of India there, and appended to that Report were copies of the Draft Convention and the Recommendation. As all Honourable Members possibly have not brought their copies, a few spare copies of the Convention will be found in front of them. The Recommendation, to which I do not propose to refer again, is partly an amplification of the Convention and partly a guide to the methods which the Conference thought were best suited to the enforcement of the Convention.

I think it will assist the discussion of the subject if I indicate very briefly how the Convention came to take its present form. When these proposals were first mooted, the Government of India consulted Local Governments, and the information they received indicated that it would probably be very difficult to make any progress along

the lines that the Conference desired. But in view of the great importance of the subject — the importance properly attached to it in international circles — they felt that they should make an effort to try and meet the Conference half-way, and they therefore instructed their delegates to press for certain special conditions for India. I would refer only to two of these — the first, and perhaps the less important, was that the age limit should be fixed at 10 years instead of at 14 which the Conference was contemplating generally and the second, the vital condition, that the Convention in respect of India should apply only to certain specified occupations. Sir Bhupendra Nath Mitra put these points forcibly before the Committee which considered the question and he received support from a most valuable quarter. M. Albert Thomas, the Director of the International Labour Office, a dynamic personality, whose death immediately after the Conference was a loss, not merely to Geneva, but to Labour throughout the world, came to the Committee and urged on it strongly the acceptance of the Indian proposals. He warned the Committee that the acceptance of those proposals offered the only chance of ratification by India, and the Committee agreed to the proposals. But when they came to the full Conference, they were met by a certain amount of criticism and after some confused debate, different proposals were put before the Conference by a lady from Spain. Sir Bhupendra Nath Mitra protested, but the Spanish lady's ~~plans~~ proposals were carried by a small majority, and, as a result, the Indian Government delegates and the Indian Employers' delegate, Mr. Shanmukham Chetty, found themselves unable to support the Convention by their votes. I might add that they shared that position with a number of other Government delegates, including the Government delegates from Great Britain and from Japan.

Now, I would ask Honourable Members just to consider what the Convention does. I am not going through the provisions in detail, because there are really only two articles that apply to India, article 1 and article 9, apart from certain formal and supplementary propositions. Article 1 defines the scope of the Convention and article 9 contains the special provisions for India. The Convention, as the preamble and the title and article 1 indicate, applies to non-industrial employment, and it is proposed that in India three things shall be done. In the first place, much the most important, children under 10 should be excluded from all non-industrial employment. In the second place, older children should be excluded from certain street and itinerant occupations; and in the third place, children under 14 should be excluded from occupations involving certain dangers and risks. I would ask Honourable Members to concentrate particularly on the first point, which is the exclusion of young children from all non-industrial occupations, and I suggest that they put to themselves a question which I have put to several of my friends of different communities. If this Convention was accepted, what children in India would be affected? In other words, what children under 10 are employed in non-industrial occupations? They may find that question at first a little difficult to answer. Some of those to whom I spoke thought of tennis courts and golf courses where very young children are sometimes employed in getting tennis balls and in looking ~~after~~ for golf balls. Undoubtedly that would come under the Convention. More than one Local Government which was consulted indicated that so far as was known there was no substantial non-industrial occupation which would come under these provisions. I think most Honourable Members would agree that there are probably a small number of children

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scattered over various occupations, casually employed, under ten, and there is at least one occupation of importance in which, in some provinces at least, probably a considerable number of young children are employed. I refer to domestic service. I need not remind Honourable members that we are dealing with non-industrial employment only; that is, all industry and all agriculture is excluded, and perhaps the most important of the remaining occupations is, I suggest, domestic service. Now that affords a good example of the main, indeed the only reason why this Convention cannot be ratified. It is not that we want to see children under 10 employed. Far from it. It is not that their labour is in any way essential or that India would suffer if they ceased to work tomorrow. It is simply the difficulty of enforcing the Convention. Remember that these children employed in domestic service are not ~~concentrated~~ concentrated in towns. They are scattered throughout the length and breadth of India. How are we going to enforce in the various houses, one child here and one child there, a Convention of this kind? I do not ~~think~~ think I would get much support here or in any Provincial Council if I suggested, even if we could find the money, that the police might be strengthened and granted powers of entry into private houses for the purpose of enforcing the Convention. The other alternative would be the employment of special staff; and I must leave it to Honourable Members to form some picture of the size of the staff that would be required for excluding what is probably on the whole a very small number of children from certain occupations in which at present they find comparatively light work.

In conclusion, I would remind the Council that the proposals in this Convention are not the only proposals recently made for stopping the employment of young children. These proposals relate to non-industrial employment, but there are a large number of young children engaged in certain forms of industrial employment. The Whitley Commission in their Report called special attention to the case of children who are employed in what are known as unregulated factories, that is, in workshops where such occupations as weaving carpets, splitting mica, making biris and things of that kind are carried on, and they suggested that the first step should be to exclude children under 10 from that kind of workshop and to ~~limit~~ limit the hours of elder children. India is a country of very limited resources and that makes it the more important that any resources we can find should be devoted where they are most needed. I have no doubt personally that the needs of children employed in industry are far greater than those of any children coming under this Convention speaking as a whole. I cannot attempt to prophesy in the present difficult circumstances at what rate progress will be made; but I would put it to the Council that whatever steps we are able to take should be directed first towards those children who are employed in industry. If Local Governments, owing to the acceptance of this Convention, found themselves obliged to deal with non-industrial employment they would find, I think, Sir, that such resources as are available for progress in protecting child labour would be mortgaged for years to come, so that progress in other directions would be impossible. Not only is the need greater in industry, but the possibilities of enforcement are very much greater because there you are dealing with children employed frequently in comparatively large groups and generally in the bigger towns. In suggesting that it is ~~along~~ along that direction that we ought to move as soon as we can move, I think I can claim the support of the International Labour Conference itself. This is a supplementary Convention.

It is intended to supplement several Conventions relating to industry, to agriculture, and to maritime employment. The Conference itself dealt with industrial employment in the year 1919, whereas this Convention was only framed last year. It seems to me therefore that we should tackle that question first. If and when we have been able to make some progress with the difficult question — for even that is not going to be easy — of children in industry, it will be time to turn, if we still have resources left, and consider what can be done with the very much less important and very much more difficult question of children in non-industrial employment.

The Honourable Mr. Bijay Kumar Basu (Bengal; Nominated Non-Official); Sir, the question involved in this Resolution can be looked at from two different points of view and I only want that the Members who represented this Council on the Committee when they considered this question will extend to us the courtesy of giving some sort of lead in this matter because they had the opportunity of discussing this matter in the Committee. The question involved is very difficult from both points of view, the point of view that was placed before us by the Honourable Mr. Clow and also the point of view that we feel, namely, that children under a particular age should not be employed but should be left to do some other work so that they may be more useful to the country after they become youths. Before we make up our minds I would ask the Honourable Members who represented us on the Committee to give us the benefit of their discussion here.

The Honourable Mr. E. Miller (Bombay Chamber of Commerce); Sir I think the Honourable Mr. Clow has made it abundantly clear that he and the Government are in full sympathy with the protection of child labour. We know ~~Mr. Clow's~~ Mr. Clow's efforts in this direction and that he has ~~made it quite clear~~ very great sympathy for anything of that nature. I think he has made it quite clear that this particular proposed reform is impractical because it cannot be enforced and for that reason I support the Resolution.

The Honourable Mr. Abu Abdullah Syed Hussain Imam (Bihar and Orissa Muhammadan); Sir, I rise to speak on this motion with some temerity because I am not very conversant with the subject, but I wish to enter a protest against the manner in which the Government is utilising this House. This Resolution could have been in the other House as well. It is not necessary that this should be ratified by the Upper House. Because they find that they can have an easy time and can get through any measure according to their own desire they bring forward this sort of Resolution in this House simply to lower the dignity and the regard in the public esteem for this House. This Convention is not being ratified because the Government does not find itself able to do so. The Honourable Mr. Clow stated that India was prepared to accept the Convention if certain amendments were made in it, but he failed to inform us when the Government intend to bring forward a measure on the lines which they suggested to the Conference; but if they had come forward and said that they would introduce in this House a measure according to their own lights, we would have seen no reason to oppose it, because I quite agree with the Government in thinking that it is impossible to give effect to all these provisions in the Convention. But when the Government have accepted that certain steps could be given, unless we have the assurance from the Government that they are going to bring forward a measure on the lines suggested by the Indian delegates, we cannot, Sir, support this measure.

The Honourable Mr. A.G. Clow: Sir, in view of the modest silence of members of the Standing Committee attached to the Department of Industries and Labour, I think I ought to explain to the House that the Resolution which stands in my name was put forward after consulting them and represents their views.

I would just like to say in reply to what has fallen from the Honourable Member who spoke last that I was very greatly surprised to hear his suggestion that the dignity of this House was in any way being infringed by the present Resolution. The Resolution is put before this House in consequence of a Treaty obligation. Government are obliged within a year or 18 months of the conclusion of the Conference to put before the competent authority Conventions of this kind. The competent authority in this case is the Indian Legislature and a Resolution in identical terms has been tabled in both Houses. I do not think that Government can be blamed if the other House has found itself somewhat preoccupied and has been unable ~~to~~ as yet to find time~~s~~ to deal with this Resolution. I am surprised that the Honourable Member should have made a charge of this kind and I hope he will realise on reflection that it is entirely unjustified.

He went on to say that India was prepared to accept the Convention if certain modifications were made in it. If I conveyed that impression, I misled the House. What I said was that the Government of India suggested certain special provisions, but I did not say that India would accept the Convention if those special provisions were embodied. I do not attempt to disguise from the House the fact that we should have been faced with by no means an easy problem if our original proposals had been accepted; but it would have rested with the Legislature to consider whether anything was possible along those lines.

The Honourable the President: The question is, that the following Resolution be adopted;

"That this Council having considered the Draft Convention and Recommendation concerning the age for admission of children to non-industrial employment adopted by the International Labour Conference at its sixteenth session, recommends to the Governor General in Council that he should not ratify the Draft Convention nor accept the Recommendation".

The motion was adopted.

(Extracted from pages 311-315 of the Council of State Debates of 8-12-1932, Vol. II, No. 9 of 1932).

✓ National Labour Legislation.

Proposal for Reduction of Hours of Work in Mines*

By the Mines Act of 1923 weekly hours for miners were limited to 54 underground and 60 aboveground. No limit was set to the daily hours and a certain number of coal miners continued to spend on occasion long continuous spells in the mine. A daily limit of 12 hours was, therefore, imposed by the Act of 1928, with effect from 1930, so as to secure a regular and reasonable distribution of the miners' hours in those mines where this had not already been achieved by the employers. Discussions in the Central Legislature over the Mines Act amendment Bill of 1928 revealed that a considerable body of opinion was in favour of enforcing an 8-hour day and this was also the view of a minority of the Select Committee on the Bill. The remaining members of the Committee agreed that a system of eight-hour shifts was the system which should be gradually worked up to, but they considered that the safest course was to advance cautiously and they recommended that after the measure had been in force for three years the situation should again be examined to see whether an eight-hour shift could then be introduced. The measure came into force in April 1930, and on the basis of this recommendation the examination should take place next year. The Royal Commission on Labour which reviewed the whole question came to conclusions similar to those reached by the Select Committee. So far as the weekly limits were concerned, the Commission recommended the reduction of the limit aboveground to 54.

Having regard to this Resolution and to the fact that about two and a half years have elapsed since the Act of 1928 came into full effect, * Bulletins of Indian Industries & Labour - No. 49 - Reduction of Hours of Work in Mines (November 1932) - Published by order of the Government of India - Calcutta: Government of India Central publication Branch 1932 - pp.26.

the Government of India consider that the question might now be examined, and have, therefore, addressed all Local Governments and Administrations asking for the views of representative organisations of mine employers and ^{of} mine workers on the subject, to be submitted before 1-3-1933.

According to the circular letter, so far as weekly hours are concerned, the Government of India are provisionally disposed to the view that hours aboveground should not exceed 54. As regards underground work, such statistics as are available suggest that existing hours in most fields do not exceed on the average 48 weekly, and the Government of India are therefore disposed to consider the possibility of a reduction to this limit. In this connection, it is observed that, whereas in the past considerable difficulty has arisen ~~as a~~ ^g from the scarcity of mining labour, the supply of labour now seems to be generally in excess of the work available. At the present time, therefore, it is suggested that a reduction might be effected with little dislocation from the point of view of management, and with advantages to labour as a whole. It is observed that the question of weekly hours should not be examined without reference to the reduction that can be effected in the daily limit as to make it possible to dispense with the weekly limit altogether. If this is to be attempted, the Government of India, while they are disposed to agree with the Select Committee that the eight-hour shift should be the aim, doubt if it would be wise or even practicable, in ^{the} present circumstances, to set so low a limit to the daily hours. If dependence is to be placed on a daily limit for preventing excessive hours, ^{it is remarked, that} nine hours would seem to be as low a limit as is reasonable. With such a limit, the miner would be given much better protection than he has at present and the industry might be assisted by securing greater regularity of work, which, as the Labour Commission have emphasised,

should be one of the main objects in the coalfields especially. At the same time, it would probably be unnecessary to attempt to reduce weekly hours below 54, and the weekly limit could be abrogated, thus greatly simplifying the problem of regulating hours.

The Government of India, therefore, desire the opinions of the interests concerned on the following points:-

What the most suitable limits to the daily and weekly hours of work *should be*

- (a) above ground, and
- (b) underground?

In addition, the Government of India have desired opinions on the following three points as well:

1. Should the present minimum age for children be raised, and if so, to what extent?
2. Should mine managers be required to report all accidents likely to involve the enforced absence of any worker in excess of seven days?
3. Should it be obligatory for Local Governments to publish reports of a Committee appointed under section 11 or of a court of enquiry appointed under section 21 of the Mines Act?.

Conditions of Labour.Labour Commission's Recommendation re. Attachment of
Wages and Salaries; Proposed Government Legislation.

Reference was made at page 29 of our report for November 1932 to the proposals of the Government of India to give effect to the recommendation of the Whitley Commission advocating that legislation should be enacted providing for a summary procedure for the liquidation of workmen's unsecured debts. (Recommendation No.185). Another recommendation of the Whitley Commission on the subject of indebtedness of Indian labourers was that the salary and wages of all workmen receiving less than Rs.300 a month should be exempted entirely from the possibility of attachment. The Commission further recommended that if, on examination, there are objections to applying this exemption to everyone employed on a salary less than Rs.300 a month, the definition of workman in the workmen's Compensation Act might be suitable. (Recommendation No.182 vide pages 231-232 and page 509 of Whitley Report). The Government of India has issued a circular letter recently to all Local Governments and Administrations enunciating the Government of India's proposals to give effect to the recommendation and calling for opinions of the local governments on the proposals, a summary of which is given below:

The Present Law Regulating Attachment. - The present law is not easy to follow. The substantive provisions relating to the attachment of salaries and wages in execution of decrees are those contained in clauses (1) & (1) and the explanation of the proviso to section 60 (1) of the Civil Procedure Code. Clause (1) protects the wages of labourers and domestic servants without limit. Clause (1) protects the salaries of Government and railway servants up to one half of the employee's salary or forty rupees, whichever is greater. But by the explanation to the proviso, the unprotected part of a Government or railway servant's salary becomes liable to attachment not merely after it is payable, but before it is due. This ~~is~~ liability appears as an express provision in Rule 48, Order XXI, of the Code. In other words, as the Commission point out, it is possible to secure continuous attachment of this portion, whereas

there is no such possibility in the case of private employees.

Effects of the Present Law. - Clause (i) of the proviso, with the explanation, has much more important effects, for the principle of continuous attachment which it introduces operates to increase very greatly the security of creditors lending to the persons to whom it applies. In its absence, public officers and railway servants could have their salaries attached only after they were payable and, as suggested above, this would be of little value to creditors. The State in fact, by this clause, lends to creditors the whole weight of Government authority against its own servants by providing a debt-collecting machinery from which there is no escape.

The grounds on which the principle of "continuity of attachment" was introduced into Indian law are obscure; but it seems to have been designed for the protection of public servants rather than of their ~~xxx~~ creditors. Whatever its original purpose, there is good ground for believing that, by increasing the facilities of the persons it affects for obtaining credit, it contributes largely to the heavy indebtedness of certain classes of Government and railway employees. The Government of India understand that among railway and postal officials of the subordinate grades in particular, chronic indebtedness is widespread and they are disposed to agree with the Commission's view that such indebtedness can be largely traced to the ease with which substantial sums can be borrowed. Decrees can be, and are, obtained requiring heads of departments and railway administrations to deduct and pay into court, month by month, a large proportion of the pay of those employees against whom attachment orders have been obtained; and it is probable that for every case so coming to light, there are many others in which money-lenders have not been forced to obtain orders or decrees, but secure large payments of interest on the strength of their power to do so.

Proposals of the Government- The Government of India have already consulted the heads of Railway Administrations and of the Posts and Telegraphs Department on this subject and find them unanimous in favour of an amendment of the law.- It is remarked in the letter that the Commission apparently contemplated a single provision which would replace wholly or in part both clause (i) and clause (4) of the provisions to section 60 (1). There would seem to be no sufficient ground, so far as this clause is concerned, for granting exemption up to the comparatively high limit of salary suggested by the Commission, and if it is regarded as desirable that the persons to be exempted by this clause should be defined in terms of occupation, a limit of Rs.100 might be more suitable.

Provisionally, also, the Government of India are disposed to the view that steps should be taken to diminish or abrogate the power of creditors to secure the continuous attachment of the salaries of Government and railway servants, or of certain classes of these servants.

The Government of India have ~~xxx~~ called for opinions on the following:-

(1) Is it desirable to extend the complete protection of wages from attachment to other classes than those at present included in clause (1) of the proviso to section 60 (1) of the Civil Procedure Code, and if so, how should these classes be defined?

(2) Should the power to secure continuous attachment of the salaries of public officers or railway servants be curtailed, and if so, to what extent and in what manner?

(3) What special provisions, if any, should apply to debts due to cooperative societies?

(4) To what extent should any changes introduced apply to debt incurred before the changes were made?

✓ Immigrant Labour in Assam, 1931-32*

The Government of Assam has recently published the annual report on conditions of immigrant labour, mainly in the tea-gardens in the Province for the year ending 30-6-1932. The report, as usual, is divided into two parts: (1) Immigrant Labour in the Assam Valley Division and (2) Immigrant Labour in the Surma Valley & Hill Division. The following information relating to the conditions of life and work of the immigrant labour population in the province is taken from the report:-

General.- Depressed Condition of Tea Industry. - The Assam Government's resolution on the Report states that: "As in the previous year the tea industry continued to suffer severely from the world-wide trade depression. The immediate causes of the depression affecting the tea industry are said to be over-production, heavy stocks of tea in the markets and importation into Great Britain of

* Report on Immigrant Labour in the Province of Assam for the year ending the 30th June 1932. - Shillong: Printed at the Assam Government Press 1932 (Price Re.1-6 or 2s.1d).- pp.15.

foreign grown teas. Attempts have been made to check over-production by resorting to finer plucking which should yield higher grade teas obtaining higher prices. According to the report, it is too early yet to know what will be the effect of the action of Parliament in giving an imperial preference of two pence per lb. over foreign teas or what success will attend the attempts now being made to have statutory provision in all tea-producing countries for compulsory restriction of production. The existing depression is, however, by no ~~far~~ means confined to the tea industry and the Governor in Council fears that no permanent improvement can be expected till the purchasing power of the consuming public has been substantially restored. The fact remains that in both the Assam Valley and the Surma Valley a large proportion of tea estates are at present working at a loss and that expenditure has necessarily been curtailed everywhere.

Fall in Recruitment and Wages. - In spite of the depression in the tea industry, there was a very small decrease in the number of immigrants imported, the number being 50,997 against 53,519. Of the 50,997 immigrants, no less than 50,376 were imported into the Assam Valley- These figures show that the industry though depressed is by no means moribund, and from the proceedings of a conference held by the Assam Government with the representatives of the tea industry at Shillong on 25-9-1931 it would appear that the number of immigrants actually imported was much larger than the representatives of the Tea Districts Labour Association anticipated at that conference. The general view expressed at the conference was that it would not be practicable to transfer on any scale surplus labour from the Surma Valley to the Assam Valley. Government put forward this suggestion as a means of reducing recruiting charges for Assam Valley estates

and of finding employment for labourers on Surma Valley estates who might have to be discharged on account of want of funds.

Owing to the slump there was an all-round decrease in the cash earnings of labourers. In the Assam Valley the average earnings of men, women and children fell from Rs.14-0-11 to Rs.12-8-5, Rs.10-12-7 to Rs.9-8-7 and Rs.7-4-7 to Rs.6-15-8, while in the Surma Valley the average wages fell from Rs.9-3-2 to Rs.7-14-11, Rs.7-10-5 to Rs.6-1-1 and Rs.5-3-6 to Rs.4-9-1 respectively. In the Assam Valley, the decrease in average wages is ascribed to enforcement of finer plucking to counteract low prices and to reduce opportunities of earning ticca or additional pay for work over and above the standard task. It is observed that fortunately the decrease in earnings was counter-balanced by a decrease in the price of foodstuffs and other necessities. The Commissioners of both the Valleys express the view that even if there has been a slight deterioration in the standard of living of garden labourers owing to the stoppage of ticca work, this standard is in no way inferior to that of the neighbouring villagers.

Whitley Recommendations. - The Report of the Royal Commission on Labour was published during the year under review. A senior officer was deputed by this Government to enquire into and report on industrial conditions on plantations in Ceylon with special reference to the wage-fixing machinery. His report has been received and is still under the consideration of Government along with the recommendations of the Commission. The Tea Districts Emigrant Labour Act, 1932, was passed in the Central Legislature after the close of the year.

Conditions in Assam Valley.

Recruitment & Labour Strength. - The total number of immigrants

imported during the year was 50,376 against 51,525 in the previous year showing a decrease of 1,149. The decrease is due to prevailing conditions.

At the close of the year the garden population was, 754,622 against 743,014 in the previous year. It is to be noted that in spite of short recruitment, of free permission given to labourers to leave the gardens and settle outside, there was an increase of garden population by 11,608 over that of the last year. This was mainly because, their earnings being reduced, labourers preferred to stay in the gardens rather than settle on Government waste lands as they used to do in previous years.

The total strength of the adult labour force during 1931-32 was 435,877 (241,573 men, 194,304 women) as against 434,593 during 1930-31. There was no unusual change in the distribution of coolies over the provinces of origin. The general health of the coolie population, according to the report, continued to be good. The birth-rate was 31.97 against 31.95 and the death-rate was 22.16 against 22.59 in the previous year. The coolies are reported to be generally well off. There was no serious epidemic among the coolies during the year under report. The year was a healthy one.

Wages & Concessions. - The average wages of men, women and children were Rs.12-8-5, Rs.9-8-7 and Rs.6-18-8, respectively, against Rs.14-0-11, Rs.10-12-7 and Rs.7-4-7, respectively, in the previous year. It is explained that the decrease in average wages is due to enforcement of finer plucking to counteract the low prices prevailing and reduced opportunities of earning ticca or additional pay for work over and above the standard task. This is generally true of all the districts. In addition to cash wages coolies were often supplied with paddy and rice below the market rates. The other concessions which the coolies enjoyed in the shape of free housing, fire-wood, medical attendance or of the benefit of being allowed to cultivate land either free or at a nominal rent, etc., were continuing. Many gardens allowed maternity leave with full or half pay for a period of four to six months. Though there has been a slight decrease in the average wages, the material condition of the labourers and their standard of living were not appreciably affected as the prices of food-stuffs and other necessary articles were also low. Agents and Managers alike were alive to the importance of protecting their labour force from the effects of the depression and in spite of curtailed expenditure budgets, the level of wages on the whole was well maintained. There was a slight deterioration in the standard of living and amenities of life of the labour force due to the stoppage of ticca works but this standard of living of the coolies in this depressed condition of the industry, it is reported, is not in any way inferior to that of the neighbouring villages.

Land held by Coolies & Ex-Coolies. - During the period under review, the Coolies working in the garden held 127,001 acres of land, of which 16,880 acres were held by coolies directly as settlement holders under government, 99,327 acres as tenants of the garden, and 10,794 as tenants of other land holders. During the same period, 320,724 acres were held by ex-garden coolies as settlement holders directly under government and 26,800 acres as sub-tenants.

Relations with Employers. - The relations between the management and the labour force were generally good. According to the report, 11 criminal complaints were filed by coolies against Managers. Of these, eight cases were decided against complaints and only one in favour of the complainant, 2 cases were compromised.

Inspections. - The number of gardens employing more than 50 labourers was 533 against 539 in the previous year. Out of 329 gardens liable to inspection, 305 ~~in the previous year~~ gardens were inspected during the year under report.

Conditions in Surma Valley & Hill Divisions.

Recruitment and Strength of Labour Force. - The total labour force, working and non-working, at the close of the year was 317,991 as compared with 322,140 at the end of the year 1930-31. The number imported during the year was 621 against 1,994 in the preceding year. The condition of the tea industry was responsible for the fall. As in the previous year there was no unusual change in the distribution of labour force over the provinces of origin. The adult labour force in the Division during 1931-32 consisted of 182,418 (93,831 men, 88,587 women) as against 186,915 during 1930-31.

Health Conditions. - The death-rate per mille per annum was 21.43 as against 21.21 in the preceding year. The general health of the coolie population, according to the report, continued to be good and there was no serious epidemic during the year under report. The birth-rate was 32.82 against 32.55 in the preceding year. The ratio per mille of deaths to strength among adult labourers according to nationality was 23.88 against 22.11 in the previous year. The death-rate amongst the Assam coolies, as in the previous year, was highest of all (39.58) and that amongst the United Provinces, Bengal and Bihar coolies came second (22.56).

Land held by Coolies. - The coolies of the gardens held 54,592 acres of land against 53,464 acres in the previous year. Of the total area, 3460 acres were held as settlement holders under government, 48,161 acres as tenants of the gardens and 2,971 acres as tenants of the other land holders. The average rent realised per acre of land under the gardens was Re. 1-8-4 against Rs. 5-9-9 per acre under land holders.

Relations with Employers. - Including the one case pending from the preceding year, seven miscellaneous cases were instituted against managers by coolies. 5 of these cases were decided in favour of complainants and the remaining 2 were compromised or withdrawn. In Cachar there were two cases of disturbances, and in Sylhet there were four cases.

(The conditions of immigrant labour in Assam during 1929-30 are reviewed at pages 7-10 of our November 1930 report, those during 1930-31 at pages 10-13 of our December 1931 report).

Employment of
Prohibition of Women Underground in Mines.

Reference was made at pages 28-30 of our August 1932 report to a meeting of the Indian Mining Association, Calcutta, held on 20-7-32 to consider the question of prohibition of employment of women underground in mines, in the course of which a large number of the persons present at the meeting favoured immediate total exclusion. In the course of a letter addressed by the Government of India to the Government of Bihar and Orissa sometime back on the above subject, it ^{was} stated that it had been represented to them that women, other than the wives or dependents of miners, now rarely worked underground, that the dwindling percentage of women allowed to work underground in exempted mines made it necessary to discriminate between the wives of the several miners and that the necessity for ~~the total prohibition~~ discrimination gave rise to great difficulties. In these circumstances it had been suggested by the Government that the total prohibition of the employment of women underground from some date in the near future, e.g., 1st July 1933, might be welcomed by the industry.

The Committee of the Indian Mining Association, Calcutta, consulted members of the Association with reference to the above proposal and the majority of those interested in Collieries in Bengal and Bihar and Orissa, who have replied, are in favour of the prohibition of the employment of women underground in mines at the earliest possible date. One member makes the reservation, however, that such prohibition should also apply to coal quarries; whilst another member suggests that the restriction should apply from January ¹⁹³³ instead of July. ¹⁹³³ It is pointed out that to remove women at the beginning of the rainy season, when labour is already scarce, will hit output

severely at a time when raisings are at their lowest. If, however, women are removed during the good labour season, it will permit of easier adjustment at the collieries.

Whilst, the majority of members are in favour of female labour being withdrawn ^{from} from underground workings, a not inconsiderable minority is of opinion that the regulations now in force have operated satisfactorily both to employers and to the workers and ^{that} in view of the present economic position of the workers, it would be inadvisable to prohibit the employment of women underground in the near future. A suggestion has been made, however, that the present rate of withdrawal should be accelerated and that the employment of women should cease altogether as from 1st July 1937 instead of 1st July 1939.

✓ Proposed Restriction on the Loads of Women
in Quarries and Open Workings.

In the report of the Royal Commission on Labour in India it was recommended that permissible loads for women should be prescribed in quarries and open workings where the depth and lead exceeded a certain standard and that both the load and the standard of depth and lead should be fixed by Mining Boards. The Committee of the Indian Mining Association, Calcutta, in the course of a letter to the Government on the subject, stated that some difficulty would be experienced in ensuring that the permissible maximum loads were strictly adhered to and that, therefore, they did not think it would be practicable or desirable to give effect to the recommendations of the Labour Commission. In support of this view it was stated that the capacity of a woman to carry a load varied greatly with her physique and age and there was a danger that a maximum limit might be taken advantage of to force a standard load on a weak woman; and to limit the load to suit the smaller and weaker woman would not be

fair to the stronger and more robust worker. Owing to the varying specific gravity or density of the material handled, the Committee did not think that a standard basket could be used. From experience it had been found that the worker usually varied the ~~x~~ load to suit her own strength and desires: she also regulated her load in accordance with the circumstances affecting the lead and grade of paths and if there was one way easier than another she would be sure to find it out. Any attempt to fix a depth of quarry or length of lead beyond which a restricted size of basket should be used, would, owing to the continually changing conditions in a quarry, lead to many complications and difficulties. As an alternative to the fixing of maximum loads, the Committee were of opinion that it would be more practicable to require the footpaths along which loads had to be carried, to be constructed so as to give a secure foothold and be graded at a reasonable slope. The Committee also suggested that it might be practicable to restrict the length of the lead to not more than 500 feet and that where the gradient of the path exceeded 1 in 3, horizontal steps not less than 2 feet long and a reasonable width and not more than 6 inches apart vertically should be constructed in the path. It was also stated that the Committee were strongly in favour of the complete withdrawal of women from quarries, both coal and stone, at the same rate as they were being withdrawn from underground workings in coal mines and in this connection it was pointed out that work in quarries during the hot weather was far more strenuous than work underground in mines.

✓ Payment of Wages in Mines on the Rest Day

In the report of the Royal Commission on Labour it was recommended that payment of wages in mines should be made on a working day, preferably Saturday, (Recommendation No.94, Vide page 501 of the Whitley Report). The Commission suggested that the matter might be left to the initiative of the management of mines, but that if after a reasonable time payment on a rest day had not been discontinued, Government should take steps to prohibit the practice. The Government of India have addressed a letter to the Government of Bihar and Orissa requesting the latter to elicit the views of industrial interests concerned in Bengal and Bihar and Orissa on the above recommendation.

It is stated in the letter that the Government of India agree generally with the views of the Labour Commission and regard as unsatisfactory a practice which compels workers in mines to spend a considerable portion of their weekly rest day in waiting for their wages. It is common practice for workers who have a long way to come from their homes to the mines to find the whole of Sunday occupied in the business of receiving their wages and therefore to absent themselves from work on the following Monday. As recommended by the Labour Commission, the Government of India are willing to leave the matter in the first instance to the initiative of mine managements. They propose to review the matter ⁱⁿ ~~next~~ ¹⁹³³ March and if they find that there has been little or no progress in the direction advocated by the Labour Commission, they will examine the desirability of proceeding to legislation.

Variations in ^{Size of} Tubs used in Coal Mines.

One of the recommendations of the Whitley Commission regarding conditions of labour in mines was that Mining Boards should examine the question of securing greater uniformity in size of tubs used in coal mines and of ensuring that remuneration bears a closer relation to output and that the possibility of check-weighing in larger mines should be explored (vide Recommendation No.96, page 501 of the Whitley Report). The Indian Mining Association, Calcutta, in the course of a letter to the Government giving its views on giving effect to the above recommendation, states that the Labour Commission lacked a knowledge of the psychology of the Indian miner when recommending a standard size tub and a standard output per person. The Indian miner was not so simple as to be deceived by a difference in ^{the} size of ~~a~~ tubs, and if a larger tub than the average had to be loaded, he would demand an increase in wages which was very often more than the due proportion. The Committee did not think that anything was to be gained by insisting upon the weighment of tubs. Indeed, if payment was made by weight the miner would find greater difficulty in checking the wage due to him. Where weighbridges had been introduced, the Committee understood that they were used only as an occasional check and that wages were always calculated according to the number of tubs even at collieries where weighbridges were installed. The Indian miner, it is remarked, is quite capable of looking after himself and the Association is of opinion that the introduction of a "check-weigher" would lead to endless trouble amongst the miners themselves. It was finally urged that the practice of payment per tub load should be allowed to continue and that the question of the size of tubs should be left to the management of each individual colliery to decide.

Reduction in Hours of Work;Views of Indian Merchants' Chamber, Calcutta.

At pages 11-15 of our June 1932 report was given a summary of the salient features of the Draft Factories Bill and in the subsequent reports the views expressed by some of the Indian commercial bodies on the reduction of hours of work in industry contemplated in the Bill were given (the Delhi Factoryowners' views, vide pages 11-13, August 1932 report; views of the Bombay Millowners' Association, pages 15-18 October 1932 report; and views of the Bombay Chamber of Commerce, page 30, November 1932 report). The Indian Chamber of Commerce, Calcutta, expressed the following views in the course of a letter addressed to the Government of Bengal, on the question of reducing the hours of work in industry from the present 60 hour week to a 54 hour week which is one of the most important changes contemplated in the Bill.

The Committee of the Chamber states in the letter that the Chamber is deeply concerned with the conditions of work of labour in India, but in ~~that~~ view of the unsettled ~~state of~~ state of affairs in the field of industry and trade in India, particularly because of the new tariff arrangements, it is of opinion that no measure should be undertaken which may adversely affect the progress of Indian industries. It is emphasised that all economic legislation should be directed first to ensure the survival and development of indigenous industries, and, according to the letter, provided this is assured the Committee would be prepared to provide for labour as much favourable conditions of work and living as possible. With these observations the committee think that the present time is not opportune for measures affecting the working hours of mills.

✓ Working of the Workmen's Compensation Act
in the U. P. 1931*

According to the Annual Report on the Working of the Workmen's Compensation Act in the United Provinces during 1931, the Act on the whole worked smoothly in the province during the year and no particular difficulty is reported to have been experienced by the Commissioners in its working. So far as regulated factories were concerned, the daily average number of persons employed in them increased from 92,161 to 93,223.

During the year under report there were 66 fatal accidents, 65 permanent disablements and 846 temporary disablements, in respect of which compensation was paid, as against 86, 59 and 962 accidents, respectively under the above categories during 1930. Rs. 40,281 were paid in respect of fatal accidents, Rs. 18,187 in respect of permanent disablements and Rs. 8,378 in respect of temporary disablements, as against Rs. 53,031, Rs. 19,149 and Rs. 7,760 for the above kinds of accidents, respectively, in 1930. It will be seen that as in the case of regulated factories the total number of accidents has decreased and the number of deaths has also gone down but there is a small increase in the number of permanent disablements. The average amount of compensation paid for temporary disablements increased appreciably. The greater part of the compensation paid is, however, for fatal accidents.

Railways were responsible for the greater number of accidents and accounted for 731 cases of temporary and 43 of permanent disablement, and for 35 deaths. Considering that they employed less than

* Report together with the prescribed Returns on the Working of the Workmen's Compensation Act, 1923 (VIII of 1923) in the United Provinces for the calendar year 1931. - Allahabad: The Superintendent, Printing and Stationery, U.P. 1932 - pp.9 - price, 8 annas.

15,000 persons as against nearly 25,000 employed elsewhere, it would appear that service on railways is distinctly more hazardous than in ordinary factories. On the other hand, the amount of compensation paid by them for death and permanent disablement is on an average Rs.386 as against Rs.462 in other cases.

On a comparison of the figures regarding the extent to which references are made to Commissioners in ~~the~~ case of accidents, it is seen that almost all fatal accidents were referred to Commissioners, while very few cases of temporary disablement went up to them; and that in spite of the fact that the average amounts paid under the orders of Commissioners for these classes of accidents were Rs.576 and Rs.112² respectively, as against Rs.1,133 and Rs.9, respectively, paid without reference to them. The amounts disbursed in the latter cases seem to be somewhat high for fatal accidents and very low for temporary disablements. For permanent disablements the Commissioners awarded Rs.395 on an average as against Rs.168 paid ~~direct~~ in other cases.

As regards the disposal of cases by Commissioners, the year opened with 22 pending cases. During the year only 69 cases were filed as against 113 in the previous year. In addition, 27 cases were received from other provinces, while 4 cases were transferred; 104 cases were disposed of, 99 of them being uncontested; 52 being admitted, 44 allowed ex parte, 2 dismissed and one withdrawn. Of the 5 contested cases, 2 were allowed and 3 dismissed. The year closed with only 10 pending cases. As usual, almost all the cases were concerned with the apportionment of compensation; as there were fewer cases, only Rs.49,500 were paid during the year as against Rs.67,500 in 1930.

A special feature of the year, according to the report, is that 38 agreements for payment of compensation for permanent disablements were registered as against 19 in the previous year. Cawnpore was responsible for this abnormal increase where alone 21 agreements were registered.

By far the larger number of persons, to whom compensation was awarded, drew Rs.25 per mensem or less as wages. Thus, of the 62 fatal accidents for which compensation was awarded by the Commissioners, 48 belonged to this wage class; similarly, 23 out of 32 persons permanently disabled drew Rs.25 or less as wages, while 9 out of 10 cases of temporary disablement were found among the same class. There was no case of occupational disease during the year.

✓ Conditions of Mining Labour in Kolar Gold Mines, 1931-32.

The following information regarding conditions of work in the Kolar Gold Mines in Mysore is taken from the Administration Report of the Department of Mines and Explosives for the year 1931-32.

Labour Strength in Mysore Mines. - The total number of persons employed in the mining industry in 1931 was 19,109 as against 18,935 in the previous year. Of the ~~18,935~~ 18,398 persons employed in Gold Mining, 341 were Europeans, 400 Anglo-Indians and 17,647 Indians. As many as 9,954 persons are being employed below ground and 8,434 on surface.

Fatal Accidents in Gold Mines. - The death rate in the Gold Mines in the year 1931 was 7.12 per 1000, as against 2.31 per 1000 in 1930, the abnormally high rate being reported to be due to the disastrous fire accident in the Nundydroog Mine to which reference was made at page 33 of our May 1931 report. Out of 35 fatal accidents, 15 were due to rockbursts resulting in the death of 59 persons. It is reported that in spite of precautions taken, the accidents continue to occur followed by heavy casualties.

The Government, therefore, felt it necessary to make a thorough

investigation into the causes of rockbursts and have accordingly approved of a special committee being constituted to go into the question for suitable measures being adopted for their prevention. The report of the committee is awaited.

Statistics of Compensation. - During the year under review 143 claims for compensation were settled by the Mining Companies and the compensation awarded in fatal cases and cases of permanent total disablement and permanent partial disablement amounted to Rs. ~~117,984~~ Rs. 117,984-8-0 as against Rs. 88,441-15-0 during the previous year. Besides the above, compensation amounting to Rs. 13,360-1-0 was paid in cases of temporary disablement.

Relations between Employers and Workers. - The relationship between the employer and the employee is reported to be satisfactory. The report of the Special Officer appointed by the Government to report on the economic and social conditions of workers in the Gold Fields (vide pages 17-18 of our December 1931 report for a summary of the report) was considered by the Mine management and many of the recommendations were given effect to. The report expresses satisfaction to note the action taken by the Mining companies for the welfare of the labourers by introducing various measures for the amelioration of their condition.

Ventilation. - The question of providing adequate ventilation in deep mines which is a very difficult problem is reported to be engaging the attention of the management.

✓ Recruitment of Labour for Assam:

Labour Board's Report, 1931-32*.

The following information regarding the recruitment of Indian labour for Assam during 1931-32 is taken from the Annual Report on the working of the Assam Labour Board for the year ending 30-6-1932:—

Local Agencies. - At the close of the year, 35 local agencies were at work, distributed as follows: Bengal - 2, Bihar and Orissa - 14, United Provinces - 4, Central Provinces - 9 and Madras - 6. During the year two local agencies of the Tea Districts Labour Association were opened and six local agencies were closed.

* Annual Report on the working of the Assam Labour Board during the year ending the 30th June 1932 - Resolution No. L-1723 dated New Delhi, the 8th December 1932 of the Department of Industries and Labour, Government of India. - pp.9.

Recruitment. - The total number of persons recruited during the past season was 49,857 as against 50,555 in the previous year, and the number of garden sardars at work was 22,934 as against 32,544 in the previous year. Of the total number recruited, 22,789 came from the Ranchi area, 10,316 from Sambalpur and the surrounding States and 4,778 from Koraput. The average number of recruits per sardar was 2.17 as against 1.55 in the previous year. The increase in the average number of recruits obtained by sardars testifies to the growing popularity of Assam amongst the labouring classes. The supply of labour is reported to have been plentiful during the year under report. A comparison with last years figures shows that the average of advances to sardars for each adult recruit has fallen in 25 and risen in 3 agencies. On the whole there has been a marked fall in the scale of recruiting advances paid. No cases are reported to have occurred in which local agents have been found to be extravagant or indiscreet in the matter of giving advances to garden sardars.

The recruiting prospects for next year are not encouraging owing to the slump in Tea.

Experimental Free Recruitment in C.P. - Mention was made at pages 14-15 of our report for December 1931 that the Central Provinces Government had withdrawn the notification under Section 3 for a period of one year with effect from the 15th May 1931 in order to afford greater freedom to the movement of labour from the districts of Jubbulpore, Saugor and Damoh of the Jubbulpore Division. The experiment having proved successful, the concession was extended for a further period of one year with effect from the 15th May 1932. During the year 193 sardars assisted by 64 recruiters recruited 250 persons, i.e., an average of 1.3 for each sardar. It will be observed that the average success of unassisted sardars was 1.8, whereas that for assisted sardars was 1.3.

It was also stated in our last year's December report that the question of the introduction of free recruitment in Bengal and Madras was under consideration with the Governments of those Provinces. The Government of Madras subsequently decided not to introduce any scheme of free recruitment in view of the prospects of legislation being undertaken by the Government of India to remedy the present system. The proposal to introduce free recruitment in Bengal has been dropped for the same reason.

Illegal Recruitment. - The total number of garden sardars prosecuted for offences in connection with recruitment was 32 as compared with 69 in the previous year. 11 garden sardars were returned to their gardens without prosecution on account of minor irregularities, as against 23 in the previous year.

(The Annual Report on the working of the Assam Labour Board during the year ending 30-6-1930 is reviewed at pages 26-27 of our December 1930 report and that for period ending 30-6-1931 at pages 14-15 of our December 1931 report.)

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Factory Administration in India, 1931*

The following information regarding Factory Administration in India during 1931 is taken from the Statistics of Factories subject to the Indian Factories Act for the year ending 31-12-1931 published by the Government of India together with a note on the working of the Factories Act during the year.

Changes in the Law. - The only alteration in the Indian Factories Act made during the year was the amendment, by Act XIII of 1931, of Section 37 in such a manner as to enable local Governments to make rules providing for precautions against fire in factories. The report of the Royal Commission on Labour was published in July 1931 and contained a number of recommendations relating to the amendment of the Act and its administration. The proposals for amendment have been embodied in a provisional draft Bill which is under the consideration of local Governments, industrial organizations and the public generally.

Number of Factories. - The recommendations of the Royal Commission on Labour included one for the separation of statistics relating to seasonal factories from those relating to perennial factories. This recommendation has been adopted and the statistics now published show for the first time separate particulars for these two classes of factories. They bring out, in consequence, important features illustrating the differences between seasonal and perennial factories. For the purpose of these statistics, all cotton ginning factories, jute presses, tea, coffee, indigo, and rubber factories are treated as seasonal. In addition the seasonal list also includes any group of factories dealing with agricultural products in the raw state if the majority of factories in ~~dealing with agricultural products in the raw state if the~~ that group are normally closed on more than half the days in the year. The statistics show that more than half the total number of factories are seasonal but that the operatives in seasonal factories constitute only a fifth of the total number of operatives.

The total number of registered factories was 9,206 and the number
 * Statistics of Factories subject to the Indian Factories Act (XII of 1911) for the year ending December 31st, 1931 together with a note on the working of the Factories Act during the year - Published by order of the Government of India - Calcutta; Government of India Central Publication Branch 1932 - Price Rs. 1-8 or 2s.6d. - pp37

actually working, including 173 notified under Section 2(3)(b) of the Act, was 8,143 of which 3,737 were perennial and 4,406 seasonal. The number of new factories registered was 380 and the number struck off the registers 286, giving a net increase of 94. The number of factories actually working was 5 less in 1931 than in 1930, and the number of factories on the registers which closed down in 1931 was 185 more than in 1930. In spite of the continued depression in industry there was no severe setback, but the pace of new enterprise has slowed down and more factories on the margin of profitable working were closed. The most noteworthy increase in new establishments was in the United Provinces where the number of working sugar factories rose from 26 in 1930 to 61. Five new cotton mills commenced operations in Ahmedabad, and four new hosiery factories were established in the Punjab. Bengal registered 30 new concerns, principally in the engineering trade, and the Central Provinces 22, most of which were ginning factories and rice mills. On the other hand, a number of small factories in which the number of operatives fell below 20 as a result of general trade depression were removed from the registers in various provinces.

Classification of Factories. - Out of the 8,143 factories which were actually working during 1931, 352 were owned by Government or Local Funds, 472 were textile factories, 614 engineering concerns, 120 minerals and metal works, 944 food, drink and tobacco factories of which 1,445 were rice mills, 389 concerns dealing with chemicals, dyes etc., of which 198 were oil mills, 368 paper and printing factories, 363 wood, stone and glass factories of which 171 were saw mills, 959 tea factories and 2,093 cotton ginning and baling factories. Bombay Presidency had, as usual, the largest number of factories - 1,541, followed by Bengal with 1,471, Madras with 1,470, Burma with 947, the Central Provinces and Berar with 734, Assam with 622, the Punjab with 506, the United Provinces with 424 and Bihar and Orissa with 280. Industrial activity in other provinces was, as in previous years, very slow.

Strength of Factory Population. - The severe industrial depression which continued during the year was reflected in a large decrease in the factory population. The average number of operatives employed was 1,431,487, a decrease of 96,815 on the preceding year. The decrease, as compared with 1929 when the total was the highest ever

recorded in India, was 1,21,901 and was distributed over all the provinces except the United Provinces, Delhi, Baluchistan, Bangalore, and Coorg. The effect of the depression was most marked in the jute mill industry of Bengal, which recorded a decrease of 59,888 operatives or 18.2 per cent. since 1930. The average number employed in this industry in India during 1931 was 2,76,530, the lowest figure recorded since 1920. On the other hand, the figures for the cotton textile industry are in striking contrast, for the average number employed was 3,82,525, a figure substantially in excess of all previous records for this industry. Practically every province showed an increase in the number of operatives, the biggest increase being in the Bombay Presidency. Here the increase was mainly due to the increased prevalence of night shifts which helped to absorb labour thrown out of employment in other local industries.

Distribution by Provinces. - The distribution of factory workers by provinces was as follows: Madras, 137,377; Bombay, 381,349; Bengal, 480,439; the United Provinces, 93,223; the Punjab, 44,729; Burma, 90,812; Bihar and Orissa, 63,959; the Central Provinces & Berar, 64,386; Assam, 43,386; Noth-West-Frontier Province, 1,090; Baluchistan, 1,731; Ajmer-Merwara, 13,791; Delhi, 12,472 and Bangalore and Coorg, 2,743.

Distribution by Industries. - (1) Government and Local Fund Factories - 130,081 (railway workshops, 65,872; Ordnance factories, 18,352; printing presses, 13,254; engineering (general), 9,086); (2) Textile factories - 666,434 (cotton spinning, weaving and other cotton factories, 381,205, jute mills, 276,530); (3) Engineering - 128,050 (railway workshops, 53,251; general engineering, 29,934; ship building and engineering, 15,797); (4) Minerals & Metals - 47,781 (iron and steel smelting and steel rolling mills, 26,892; petroleum refineries, 11,286); (5) Food, Drink and Tobacco - 178,274 (rice mills, 72,265; tea, 55,937; sugar, 18,380); (6) Chemicals, Dyes, etc. - 47,368 (matches, 15,268; oil mills, 11,445); (7) Paper and Printing - 30,121 (printing, book-binding etc., 23,543; paper mills, 5,674); (8) Wood, stone and glass - 33,906 (saw mills, 13,719; bricks and tiles, 7,795; cement, lime and potteries, 5,142); (9) Skins and Hides - 5,028; (10) Gins and Presses - 156,445 (cotton ginning and baling, 126,696; jute presses, 29,735); and (11) Miscellaneous - 7,999 (rope and rope works, 3,217).

(The above figures indicate the distribution of factory population by industries. The figures within brackets indicate the number of workers in some of the important industries under each general heading).

Women & Children in Factories. - With the general fall in the strength of factory population, there was also a fall in the number of women & children employed in factories. During the year under review, the number of women and children were 231,183 and 26,932 as against 254,905 and 37,972 respectively during 1930, thereby representing a fall of 9% in the case of women and 29 per cent in the case of children. The percentage of women and children to the total factory population was 16.2 and 1.9 respectively as against 16.7 and 2.5 in 1930. Despite increased activity in the textile mills in Bombay there was a tendency to curtail female labour, and elsewhere as well factory managers showed a preference for adult male labour when it was available ~~at~~ at only slightly higher rates. The slump in cotton ginning and pressing was one of the main causes of the reduced demand for female labour. Madras was the only province where more child labour (+127) was employed. But nearly all the decrease in the number of children is accounted for by a reduction of over 8,000 in the number of children employed in the jute mills of Bengal; child labour is now employed in only 21 of these mills out of 93. This reduction was due only in part to bad trade conditions and to the change over by the mills to the single shift system of working and is ascribed mainly to the continuance of the policy of substituting adult labour, which is regarded as being both more economical and less troublesome. In 1925 the jute mills employed 26,474 children as against 3,462 in the year under report.

Hours of Work. - Out of every 100 perennial factories employing men, in 36 the men worked 48 hours or less per week, in 17 they worked for more than 48 but less than 54 hours a week and in 47, more than 54 hours but less than 60 hours per week. For men employed in every 100 seasonal factories, the figures were 23, 8 and 69 in the same order. Out of every 100 perennial factories employing women, in 38, the working hours were not above 48 hours per week, in 20 the hours were between 48 and 54 per week and in 42, between 54 and 60 per week. For every 100 seasonal factories employing women, the figures were 31, 8 and 61 in the same order. The percentages of factories which fixed their maximum hours for children at not more than 30 per week were 30 (perennial and 48 (seasonal). As compared with 1930 there was a tendency to shorten weekly hours, particularly for women in perennial factories and children in seasonal factories. The figures given above bring out the contrast

between seasonal and perennial factories in the matter of hours and show that in the majority of perennial factories neither men nor women now work on an average more than 54 hours weekly.

The Punjab and Central Provinces reports made references to the difficulties encountered in the administration of legal hours of work in the seasonal factories. The question of regulating the hours of contract labour in the Bengal jute-pressing factories was considered during the year under report as in previous years. Similar labour is employed in the ship-building and engineering industry in the province. The Factory Inspection Department discussed, during the year, the problems relating to this class of labour with associations of employers in the industries concerned, and the matter was, at the close of the year, under the consideration of the Government of Bengal. The abolition of the multiple shift system in the jute mills, a system which placed serious difficulties in the way of the enforcement of the employment provisions of the Act, was commented on with satisfaction in the Bengal report.

Wages. - An all round decrease in the earnings of factory workers is reported from most areas, the decrease being more marked in the case of unskilled labour.

Accident Statistics. - The numbers of recorded accidents were 174 fatal, 3,693 serious and 15,940 minor, the figures for the preceding year being 240, 4,115 and 17,429 respectively. The figures show, for the first time since 1922, a fall in the number of accidents recorded. Part of the fall corresponds to the reduction in the factory population; but it is noteworthy that the decrease is more than proportionate to the decrease in the number of operatives employed, so that the incidence of recorded accidents shows a decrease for the first time for many years. The reduction in the incidence is probably due, to a considerable extent, to the industrial depression. The number of openings for new recruits to industry has been greatly reduced and in consequence there has been a rise in the proportion of operatives familiar with machinery and alive to the risks of industry generally. It is remarked that, while the decrease in the number of accidents is a real one, the increase which has been a feature of the last decade, was due mainly to better recording rather than to any real increase in the number of accidents. A feature of the year was the substantial decline in the number of fatalities,

the total recorded being lower than that in any year since 1918 (when the total number of operatives was about 300,000 less than in the year under review). As usual, a large proportion of the accidents were due to machinery and mechanical appliances and the Railway workshops accounted for a considerable number of minor accidents.

Housing & Welfare Work. - In spite of the prolonged industrial depression, according to the report, there has been some advance in housing schemes in a few centres. The Cawnpore Improvement Trust built 64 quarters of different standard patterns and have offered them for sale, on equated payments, to the local mills. In the other districts of the United Provinces 269 additional quarters for workmen have been constructed by employers. Six additional factories in Madras provided housing accommodation for workmen; and in Bengal, while the majority of new housing schemes have been suspended owing to financial stringency, a few mills have carried out substantial improvements in the housing and living conditions of their employees. The housing schemes of the Delhi Cloth Mills and the Birla Mills were further developed and the former concern has opened up a colony within quarter of a mile of the mills. The Birla Mills acquired more land and have built additional quarters for their workmen. The Punjab Portland Cement Works at Wah completed a scheme for housing their employees; the quarters are fitted with electricity, and drainage and ventilation are reported to be good. The workers are reported to be better contented and more efficient, and there is less sickness. No development of outstanding note took place in the Bombay Presidency, but the Ahmedabad Municipality decided to create a Trust Fund for a sanitary housing scheme on the hire purchase system.

In spite of adverse financial conditions, the volume of welfare work was maintained at a steady level in all provinces and has in places expanded. The "visual education service" started by the Bombay mills has been dropped and a monthly magazine has been substituted. The magazine has a circulation of 15,000. The educative work undertaken by the Presidency Baby and Health Week Association, Bombay, developed during the year: 18 health exhibitions were held, and were attended by over 50,000 mill hands and their families. A "week" organized by one of the Jalgaon mills disclosed, during the course of medical examination of infants, the existence of fairly extensive opium drugging. A full time

Secretary has been appointed by Messrs. Bird and Company to organize and manage the welfare work in the jute mills under their managing agency and the firm has also appointed a lady welfare worker in charge of the welfare centre, creche and clinic opened in the Clive Mills during the year. The Indian Jute Mills Association in pursuance of their proposal to establish welfare centres, baby clinics and creches in all mills within its membership, appointed a lady doctor to carry out a survey and draw up a detailed scheme. The Keshoram Cotton Mills have opened a fully equipped and efficiently staffed hospital to which is attached a creche for all employees' children, and welfare propaganda is undertaken by a lady welfare supervisor attached to the institution. Leprosy clinics have been established in several jute mills, and at the Indian Iron and Steel Company's workers at Hirapur extensive arrangements have been made to secure the health and welfare of the operatives. The North-Western Railway extended its welfare programme and established a stadium for its employees at Moghalpura and the Railway Workshops at Perambur and the Golden Rock established welfare committees during the year. The Central Provinces Maternity Benefit Act came into force on 1st January 1931 and 16 perennial factories paid maternity benefits amounting to Rs. 9,766 to 498 women.

Convictions Under the Act. - The number of convictions obtained during the year for offences under the Indian Factories Act was 1,016 and the number of persons convicted was 391. Of these, the seasonal factories were responsible for 519 cases and 194 persons convicted. The report remarks that the inadequacy of fines still continued to be a subject of comment in most of the provincial reports.

Inspections. - The total number of inspections during the year was 7,229, the percentage of factories inspected being 89. The percentage of perennial and seasonal factories inspected to the total number of such factories was 95 and 83 respectively. In Burma, out of 947 factories as many as 378 remained uninspected owing to civil disturbances in the Tharawaddy and other districts. The proportion of seasonal factories which remained uninspected in Assam was high. Every factory in Bihar and Orissa was inspected during the year, and only 16 factories remained uninspected out of 1,541 in Bombay. The work of the Inspection departments of all provinces was efficiently done.

(The Administration of the Factory Act in India is reviewed at the following pages:

For	1927	pages	46-50	of January 1929 report
"	1928	"	34-37	of July 1930 "
"	1929	"	15-19	of August 1931 "
"	1930	"	26-34	of January 1932 "

✓ Reduction of Hours of Work in Mines;
Views of Southern India Chamber of Commerce.

Reference was given at pages 14-16 of this report in the section dealing with National Labour Legislation to the proposals of the Government of India to reduce the hours of work in mines and to their calling for views on the subject of the organisations of employers and of labour which are interested in the matter. The Committee of the Southern India Chamber of Commerce considered these proposals at a recent meeting and expressed complete agreement with the proposal to fix a 54-hour week. On the question of reducing 12-hours shift at present obtaining to eight, the Committee expressed the opinion that such a drastic reduction by four hours would be highly inadvisable. It is observed that while it would be unobjectionable to prevent excessive hours, the Government should not take any step that would result in the labourer finding his earnings diminished. Having regard to the statutory prohibition of women-labour in mining and ^{to} the migratory nature of industrial labour, it would, the Committee believe, benefit the working classes if a higher limit than eight hours ~~should~~^{be} fixed.

They agreed with the proposed raising of the minimum age-limit to 14 and the stipulation that mine-managers should report all accidents likely to involve an absence of more than seven days of the injured worker.

✓ Minimum Wages in Ceylon: New Scale of Wages Suggested.

It will be remembered that in March 1931, the minimum wages in Ceylon was reduced by 5, 4 and 3 cents in the ^{Cents} ~~wages~~ of men, women and children respectively and that the price of rice issued to labourers

was at the same time reduced from Rs. 6.40 per bushel to Rs. 4.8.

In February 1932, a further reduction in minimum wages was effected in low country districts from 45, 36 and 27 cents to 41, 33 and 24 cents ~~to a male, female and child respectively~~ ^{for men, women and children} with the proviso that these rates ~~are~~ ^{were} to be in force only as long as rice continued to sell at Rs. 4.8 per bushel (vide pages 23-24 of our August 1932 report). Since the price of rubber and tea has continued to be very low, the employers in Ceylon have been making efforts for some time past to persuade the Government to reduce still further the scales of minimum wages now in force (vide pages 31-32 of the report of this Office for November 1932). The Executive Committee of Labour, Industry and Commerce and the Board of Indian Immigrant Labour have had before them the request made by planting interests that the operation of the Minimum Wages Ordinance should be suspended, while various District Wages Boards have been reducing wages in their respective areas. It is now understood that the Board of Indian Immigrant Labour has recommended the adoption of the following scales of wages for Indian Estate labourers: Low country: men, 33 cents; women, 25 cents; children 20 cents, per day; Mid-Country: men, 36 cents; women, 28 cents; children 21 cents per day; Up-Country: men 41 cents; women, 33 cents and children 25 cents per day. The new scales, it is reported, now await the consideration of His Excellency the Governor.

✓ Safety First in Bombay Mills; Action taken by
on
Millowners' Recommendations of Chief Inspector of Factories.

Reference was made at pages 27-30 of the report of this Office for June 1932 to the recommendations ^{made by} of the Chief Inspector of Factories, to the Millowners' Association, Bombay, advocating the desirability of

setting up special "Safety Committees" charged with the maintenance of safety devices, enquiry into accidents and further development of safety measures in mills and factories. The Committee of the Association referred the proposals to a special sub-committee of the managers and engineers of mills for examination and report. The sub-committee ^{was} ~~were~~ of opinion that it would be possible to assist the objects in view by an examination of the causes of accidents occurring in Mills. The Chief Inspector of Factories accordingly placed a record of accidents in Bombay Mills during the first half of 1932 before the sub-committee and discussed with them the means which might be taken to prevent their recurrence. The record showed that more than half the number of accidents reported during the period was due to cleaning machinery in motion, while a fairly large number of accidents was caused by flying shuttles, belt breakages, etc. It was felt that steps should be taken to warn the worker of the dangers of attending machinery in motion if accidents of this type were to be prevented, as they often arose from the workers' lack of knowledge and his ignorance of "safety first" methods in handling machinery. It was suggested by the Chief Inspector of Factories, in this connection, that a special device, striking enough to draw instant attention, might be painted or stencilled on machines which it was specially dangerous to attempt to clean when in motion. A suitable device for the purpose, it was stated, would be the "Red Triangle" which is part of the crest recently adopted by the "Safety First Association" of India. The Sub-Committee accepted the suggestion and agreed to recommend the Committee to ask Mills to take steps to give effect to it. Mills have, accordingly, been asked to have the "Red Triangle" painted, in the first instance, on the following machinery parts, a list of which was drawn up by the Chief Inspector of Factories:- Drawing Frames; -

Guard over calendar roller wheels; Cards:- (a) Front Plate; (b) Licker-in Cover; and (c) Back Panel Door; ^{Ring} ~~Ring~~ Frames:- Guard over roller and draft change gearing. It is understood that the Chief Inspector of Factories has undertaken to report on the progress made by Mills in the matter and to assist and advise the management generally on the subject.

✓ Retrenchment in Railways during 1931: Government Figures.

In reply to a question asked in the Legislative Assembly ~~by~~ on 12-12-32 by Mr. Goswami M.R.Puri, Mr. P.R.Rau, the Financial Commissioner of Railways, stated that during the economy campaign in 1931 about 40,000 subordinate employees of all sorts, including labourers in workshops and ~~a~~ in permanent-way gangs, were discharged ^{from} on all State-owned railways. As regards superior officers, on State-managed railways alone about 134 posts had been abolished or held in abeyance and up to date about 47 officers had been discharged on account of retrenchment and many officiating officers reverted to their substantive subordinate posts. Government had no recent information about the number of officers retrenched on Company-managed railways, or final figures as regards the number of inspectors retrenched on any railway. It was stated that full information was being collected.

M. & S. M. Railway Strike.

Reference was made at pages 29-30 of our October 1932 report and at pages 33-34 of the November 1932 report to the strike declared by the M. & S.M. Railwaymen's Union on 21-10-1932. The strike continued

in November and on the 6th December, prominent citizens of Madras City issued an appeal to both parties to the dispute to explore the possibilities of an early settlement. Since there was no change in the attitude of the management, ~~of~~ Mr. V.V.Giri sent a letter to the Administration on 10-12-32 giving notice of a general strike to be declared by the end of December. The points under dispute, awaiting settlement, stated briefly, are as follow:- (1) The reinstatement of the 93 men compulsorily discharged last year owing to retrenchment. (2) The stoppage of or curtailment of short-time ~~xxx~~ especially as the result of arrears of work accumulated in the shops owing to the strike. (3) No victimisation.

As the result of the strenuous effort made by a small committee of European and Indian citizens of Madras city which began its work on 18-12-32, a provisional agreement was reached on 22-12-32. The following are the salient features of the agreement:

(1) It is agreed that now and in future the Administration alone is to decide whether there is surplus of labour and how great it is; further, that there will be no opposition to discharges in August 1933 if these are found to be necessary and a considerable surplus still remains. (2) The Administration, on its side, assures its employees that the surplus declared was not, and will not be, larger than is absolutely necessary, taking into account the work in view and the money available. (3) The request for the immediate reinstatement of the men discharged on retrenchment last year is withdrawn. The position now accepted is that these men are on the Waiting List, and will be offered employment as soon as there are any suitable vacancies on a "no short time" basis. This does not mean that they must necessarily wait till the whole of the surplus has disappeared from the Perambur Workshop. It means that no man will be taken from outside to fill a vacancy which could be filled by a man on the Waiting List. (4) As regards the demand that there shall be no short time at all for 12 months, this is not agreed to. There will naturally be considerably less short time, but the details must be left to the Chief Mechanical Engineer. The Administration has already given an assurance that the short time, if any, will not be greater than is necessary. (5) It is understood that there is to be no pay for days absent from duty without permission, the strike period being considered as dies non. The provident fund, gratuity, and other privileges of strikers will not be affected except to the extent that the days of absence from duty without permission will be treated as dies non. (6) The pay of certain clerks was withheld as not being due on the ground that they had broken their agreements by going on strike. The arrears will be paid if the clerks resume work. (7) There is to be no victimisation.

On these terms being communicated to Messrs. V.V.Giri and Jamnadas Mehta, they recommended to the ~~General~~ Central Executive Committee of the Union to call off the strike and the strike was accordingly called off on 24-12-32. However, when the workers went to resume work, it was found that 63 strikers at Arkonam workshops and about 30 at Hubli workshops were not allowed to return to work by the railway authorities, as their places were filled up during the strike period. The Union leaders held that those dismissals amounted to victimisation and that such action went against the agreement of 22-12-32. They, therefore, decided to resume the strike and continue it till these workers are allowed to return to work and have informed the citizens' committee and the Central Executive Committee of the Union accordingly. The strike is progressing.

✓ Industrial Organisations.

Employers' Organisations.

All-India Organisation of Industrial Employers:

A New Organisation Formed.

Mr. Walchand Hirachand, President of the Federation of Indian Chambers of Commerce and Industry and Employers' Delegate to the 15th I.L. Conference, ^{has} issued a statement on 12-12-1932 announcing the establishment of a central organisation of industrial employers in India called the "All India Organisation of Industrial Employers". Following is a ^{description} ~~reproduction~~ of the Organisation as set out in Mr. Walchand Hirachand's statement.

~~In~~ As India is an original member of the League of Nations, as also of the International Labour Office, and as a number of questions dealing with industrial labour were being discussed and decided upon at the various sessions of the International Labour Conference held from year to year, it was felt very essential to organize a central body for industrial employers in this country with a view to enable them to take greater interest in these deliberations at Geneva. The ground for the establishment of such an organization was prepared during the course of the last five years by the Federation of Indian Chambers of Commerce and Industry, as the Federation is precluded under its constitution from counting amongst its membership individual industrial concerns and as it was mainly a body comprising of provincial chambers and commercial associations.

The new organization launches on its career with a number of influential industrial concerns as members representing various industries such as cotton and jute textiles, salt, sugar, iron and steel, shipping, match manufacturing, constructional engineering, tanning, cement, oil extracting, soap manufacture, drugs and chemicals, coal mining, glass, metal manufacturing and milling industries. During the course of a week, the organization has been able to secure the membership of industrial employers - both individual and joint stock companies - employing about 150,000 labourers engaged in various industrial concerns in India, and the organizers expect in the near future to enrol members employing a quarter million labourers in industrial concerns.

The management of the organization is entrusted to a provisional committee consisting of Mr. Walchand Hirachand, Mr. G.D. Birla, Lala Shri Ram, Mr. A.L. Ojha, Mr. M. Jamal Mahomed Sahib, M.L.A., Mr. Jadu Nath Roy, Mr. Adamji Haji Dawood, Lala Padampat Singhani, the Honourable Rai Bahadur Ram Saran Das, C.I.E., and Mr. Ambalal Sarabhai, with Mr. Walchand Hirachand as the chairman and Mr. D.G. Mulherkar as the secretary.

The organization will, for the present, interest itself with the work of the International Labour Conference and is expected to help the various industries with regard to problems relating to industrial labour. The office of the organization is at present located at Bombay at Ballard Estate.

Economic Conditions.Progress of Cotton Mill Industry in India, 1931-32.

Much valuable information regarding the progress of cotton mill industry is contained in the annual mill statement for the year ended 31-8-1932, issued by the Bombay Millowners' Association from which the following information has been taken. The statement includes the growth and development of the mill industry over the whole of British India and the native states.

Mills Projected during the Year. - According to the statement, one striking feature of the year is the increase in the number of projected mills in the Bengal Presidency. During the year under review, 20 mills have been projected as against 4 for last year. It has, however, to be remarked that it is improbable that all these mills will actually work in the near future, for, only one out of the 4 projected mills in last year's statement, for example, has been transferred to the list of working mills during the year under review.

In The Bombay Presidency, the number of mills in course of erection is considerably less - 8 against 15 last year. The reduction is due to the inclusion of 4 mills which were in course of erection last year in the list of working mills this year. In other parts of India, there has been very little change in the number of mills projected or in course of erection. Of the 340 equipped mills in the whole of India, 317 worked either the whole or a portion of the year, and 23 were completely idle. Of these idle mills, 9 were located in Bombay City and Island, 2 in Ahmedabad, 6 in other parts of Bombay Presidency, and 6 outside Bombay Presidency.

Capital Invested. - The total paid-up capital of the

industry was Rs. 403.2 millions as compared with Rs. 402 million last year. This total does not include the capital of mills projected or in course of erection, or the capital of 43 mills which submitted no figures as to their share capital.

Increase in Spindles and Looms. - During the year, the number of spindles in the equipped mills in India increased by about 200,000 and the number of looms increased by about 4,000. In Bombay City and Island, the increase in spindleage and loomage was negligible, In Ahmedabad, there was an increase during the period of about 90,000 spindles and 2,500 looms, and in the rest of the Bombay Presidency, there was an increase of 50,000 spindles and 600 looms. In the Bengal Presidency, there was an increase of 7,000 spindles and 400 looms, and in other parts of the country, the increase in spindleage and loomage was relatively small.

Activity during the Year. - The total number of spindles in the 340 equipped mills in India amounted to $9\frac{1}{2}$ millions, of which on the average 8.3 millions were working daily. The total number of looms in the country amounted to 186,000, of which on the average about 161,000 were working daily. In Bombay City and Island (excluding figures relating to night shift), spindle and loom activity during the year was relatively poor. Of the 3.4 million spindles erected, only just over 2.7 millions were working daily; of the 77,000 looms erected, an average of only 62,000 worked daily. In Ahmedabad spindles and loom activity was proportionately greater than in Bombay. Out of 1.8 million spindles erected, 1.7 millions worked daily, and out of 43,000 looms erected, nearly 40,000 worked daily. Despite an increase in the average count of yarn spun in Indian mills during the year, mills consumed nearly 300,000 bales of cotton more than ^{the} 1st year. Consumption

of cotton during the year amounted to 2.91 million bales (of 392 pounds each). This figure easily constitutes a record. The average number of work-people employed daily in the cotton mills of the country during the year amounted to 400,000, which figure is exclusive of the number of employed during the night shift.

✓ Bengal Survey of Industry & Education;
Bengal Chamber of Commerce's Recommendation.

The Committee of the Bengal Chamber of Commerce has recently addressed a letter to the Bengal Government on the economic and educational conditions in the Province and suggesting remedies for improving them. The following is a summary of the points made out and suggestions for improving the present conditions as set out in the letter.

The Present Economic Situation. - The letter points out that since the 1919 Reforms, political expedience has too often usurped, in the Government of India, the place more rightfully claimed by economic considerations, so that Bengal, which had led the van of progress before 1919, has been in danger of losing her place, since then, and while other provinces have benefited, Bengal has paid heavily for the advantage of others. The policy of high protective tariffs, pursued by the Government of India during recent years, and loudly proclaimed in certain quarters as in the interests of India, has in the main meant for Bengal only increased taxation and a higher cost of living for all classes. In the Memorial on the recommendations of the Federal Finance Committee recently submitted to the Secretary of State by all the leading Associations and public bodies of the Province, figures were quoted to show the large share of central revenues contributed by Bengal and the heavy incidence of taxation in the Province. The Committee is of opinion that it is something more than a coincidence that Bengal's economic decline vis-a-vis other provinces dates from the inequitable financial settlement that is the main cause of Bengal's financial plight.

The urgent need of the moment, it is declared, is economic revival and while the Committee do not share the easy optimism of those who hold that some popular panacea, such as creating an artificial rise of prices by excessive currency inflation, will speedily restore prosperity, or that there is magic in any sensational Five-year Plan,

they do believe that the adoption of a comprehensive economic plan for Bengal will have beneficial results.

The Unemployment Problem & Educational Policy. - The unemployment problem, the letter states, is so frequently looked upon as a problem distinct from the general problem of trade and industrial organization that it is well to emphasize that on the contrary, it involves the whole economic, social and educational problem of the community. The immediate problem is no doubt one of finding work or means of subsistence for the unemployed among Anglo-Indians, Bengal bhadralog and the agricultural and labouring classes; but distinct in certain respects as each of these aspects of the case may be, they are part of a far wider problem. The Bengal Unemployment Inquiry Committee appointed in 1924, it is pointed out, rightly laid emphasis on this point and drew attention to the inter-relation, for example, between unemployment and the general education policy of the Province.

Committee's Suggestions. - (1) Survey of Economic & Educational Position. - The letter points out that a series of Royal Commissions including the Industrial Commission of 1918, the Labour Commission of 1930, and the Banking Inquiry Committee of 1931 have at different times reviewed one or other aspect of the whole field of economic life. In the sphere of education, the Reports of the Hartog and Sadler Committee have similarly provided much valuable information. Sir Arthur Salter's report on Economic Advisory Organisations in India is also most valuable. In the Committee's view the time is perhaps opportune for a general survey of the position in Bengal with a view to reaching some broad plan to form the basis of future policy for all parties in the Province, irrespective of other political views. Such a survey should, it is considered, cover both the economic and the educational spheres.

(2) Organisation of an Economic Council. - The Committee do not think that any elaborate body is required for the above survey and what they have in mind, rather than a new inquiry, is the creation of a small standing Bengal Economic Council, of an expert rather than of a representative nature, to study and coordinate the reports of the former Commissions. It is suggested that the Commerce and Industries Department of the Province should collect available data and statistics regarding the scope for the development of Bengal industries. Subsequently the Economic Council, which is to be composed of business men, officials and practical economists, should be able to examine the possibilities of economic development as revealed by the statistics submitted to them, working through special ad hoc Committees and through existing unofficial institutions and associations. The Committee of the Chamber believe that an intensive study of this nature would reveal many avenues by which Bengal might be able profitably to supply the requirements of the province.

(3) Reorganisation of Educational Policy. - The Committee has directed attention to the importance of reorganising the present educational system and has suggested that, while a Council is examining the figures in relation to the economic side of the problem, an inquiry should be conducted simultaneously into the problem of education, more particularly a study of the reports of the Hartog and Sadler Committees. The Committee of the Chamber believe that the time has come when the ~~education~~ educated classes in Bengal are at last beginning to appreciate

that the educational system which served them well in the past is in need of overhaul. They are aware that it is impossible for the educational authorities to reorganize the system so long as it is dependent so largely upon the collection of fees; this state of affairs can be overcome only by a more favourable financial settlement which will allow education to be set upon a sounder financial ~~basis~~ ^{base} and by a more practical turn, on the lines of Polytechnic Institutions, to be given to the upbringing of future generations to enable them to meet modern economic conditions.

Though the proposed Economic Council and an Education Committee might, in the first instance, conduct their studies independently, it would be essential that in the later stages of the inquiry they should work as a joint body, so as to ensure that the recommendations in one case were in accord with the recommendations in others.

✓ Impetus to U.P. Industries: Enquiry Committee Appointed.

The Government of the United Provinces have issued a communiqué to the effect that they have been considering the reorganisation of their Department of Industries so as to make it possible to pay greater attention to the development of provincial industries than has been possible hitherto by the existing Department. They have accordingly appointed a committee recently with the Minister of Industries as the president to inquire into the working of the Industries department as a whole and to suggest the lines along which reorganisation may be carried out and to chalk out a provincial programme of work for the future. It is intended that suggestions made by this committee ^{are} ~~is~~ to be further examined by another committee consisting largely of non-officials before final orders are issued by the Government.

Economic Enquiry on Indian Railways:
Expert Appointed for Preliminary Enquiry.

It will be remembered that the Government of India appointed a Retrenchment Committee and various sub-committees to explore means of

effecting retrenchments in the several departments of the Government of India (vide pages 50-52 of our 12 June 1931 report). The Retrenchment Sub-Committee on Railways recommended in its report, among other ^{steps} things, the urgent necessity for appointing an expert committee to enquire into and report on the railways' working expenses. On 28-11-1932, Sir Joseph Bore, Commerce Member with the Government of India, stated in the Assembly that as it was found impossible to get together a suitable Expert Committee in 1932, the Government of India have decided to modify the plan of procedure originally contemplated. He announced that Sir Josiah Stamp, the President of the London, Midland and Scottish Railway, had offered the Government of India the services of the officer who was mainly responsible, under Sir Josiah himself, for the ^{recent} economy campaign on that railway. The Government of India ~~had~~ accepted the offer and Mr. Pope, ^{the expert officer referred to by Sir Josiah} ~~has~~ arrived in India on December 8. It ~~was~~ ^{is} proposed to postpone the full independent inquiry originally proposed till the next cold weather when it ~~was~~ ^{is} hoped ~~that~~ it would be possible to obtain the services of ^{additional} suitable experts. The task of these experts, Government felt, would be much facilitated by ^{preliminary} the technical investigation to be conducted under the guidance of Mr. Pope. It is expected that Mr. Pope will be staying in India for three months. He is to be assisted by a Committee consisting of Mr. R.C. Case (Great Indian Peninsula Railway), Mr. G.A.R. Trimming and Mr. J.A. Bell (East Indian Railway) and Mr. Major (North Western Railway). The Committee will start investigations on the Great Indian Peninsula Railway and afterwards visit other Railways and will examine their working with a view to finding out what economies could be effected and how efficiency could be improved.

✓ Employment and Unemployment.

Industrial Occupations for the Unemployed: Bengal Scheme Sanctioned.

Reference was made at page 54 of the report of this Office for July 1932 to a Bengal Scheme sponsored by Mr. N.K. Basu, an Indian member of the Bengal Legislative Council, to provide lucrative employment to as many young men as possible without entailing heavy outlay on the part of the Government. A press note issued recently by the Government of Bengal states that the Government, having accepted the principle behind the scheme evolved by Mr. N.K. Basu, have worked out necessary details which, having been finally approved, preliminary arrangements have been made to mobilize the demonstration training parties — 28 in number — with respect to staff and equipment. Seven industries have been selected and it is proposed to send out into the mofussil four demonstration training parties for each of the seven industries.

It is understood that one party for each industry has already been appointed which has settled down to train up the staff of the remaining three parties for each of the seven industries. ~~Considerable time has~~ It is also understood that at a conference recently convened by the Hon. Nawab K.G.M. Faruqi, Minister-in-charge of Agriculture and Industries with the Bengal Government, it has been decided to establish one Industrial Association, ~~to be~~ described as an Advisory Committee for each District. The composition of the Committee is to be as follows (a) The Chairman and the Vice-Chairman of the District Board; (b) one representative from each sub-division, to be selected by the District Board; (c) the Agricultural Officer; (d) a representative of the Co-operative Department; (e) one officer to be nominated by the District Magistrate and (f) ^{a few} members of the Legislative Council in the district. It ~~will be seen~~ ^{is understood} that the Committees proposed will be largely non-official in character.

It is expected that the demonstration parties will be fully equipped to begin operations from April, 1933. In the meantime, the local Industrial Committees are being formed. In addition, ^{two} Industrial Surveyors are to be appointed at an early date to take up the work of the collection of information regarding the marketing conditions and possibilities for the products of the various industries in which unemployed young men will be trained.

✓ Social Conditions.

Census of 1931: Abstract of Tables.

At pages 54-55 of our March 1931 report was given the provisional figures of the Census of India taken on 26-2-1931 and at pages 58-60 of the October 1931 report the revised figures. The Government of India has recently published an Abstract of the tables giving the Statistics of the 1931 Census, a summary of which is given below:

Area and Population. - The area of the Indian Empire is according to the latest estimate 1,808,679 sq. miles. The population returned at the census is 352,837,778 showing a rise of 10.6 per cent since 1921. The number of males is now 181,828,923 and females 171,008,855 giving a proportion of 940 females per 1,000 males. The mean density per square mile in the whole of India is 195 varying from a maximum of 814 in the Cochin State, and in British India of 646 in Bengal, to a minimum of 5 in the Baluchistan States and 9 in British Baluchistan.

The decade according to the Abstract, was one generally free from pestilence, plague or famine in India as a whole, with the result that the growth of the population has been comparable to that in the last similar decade 1881-1891, when the natural rate of increase was 9.6 per cent. The figures in the table given include the increase due to the population in areas not previously censused.

The urban population is now 11.0 per cent of the total, an addition of 0.9 per cent in this population since 1921. In the population classified by Civil Condition and Age almost half the males and a little above one-third of the females are unmarried, 46.7 per cent of the males and 49.3 per cent of the females are married, while 5.4 and 15.4 per cent respectively, are widowed. The relative proportions of the population under 15 years, aged 15 to 50, and 50 and over are 39.9, 50.5 and 9.6 per cent respectively.

Occupational Census. - The proportion of the working population engaged in agriculture is 66.4 per cent. Those engaged in trade form 5.13 per cent, in industries 9.95 per cent, and in transport 1.52 per cent. In 1921, the persons employed in mines, plantations, and organized industrial establishments having 10 or more employees numbered 2,681,125, out of a total of 23,236,099 persons engaged in Mines, Industry and Transport. The total under these three heads comes to 25,005,280 in 1931 and though no general return has been obtained from industrial establishments employing organised labour, it is believed that the maximum number of organized employees, corresponding to the 2½ million of 1921, cannot exceed 5,000,000, and if the rate of increase be the same as in the previous decade the figure will be about 3,250,000, of which 1,553,169 are employed in establishments governed by the Factories Act.

Literacy. - The number per mille of the population of India aged five and over who can read and write any language is males 156, females 29, the corresponding proportions (of all ages) in 1921 having been males 122 and females 18, and in 1881 males 81 and females 3. The proportion of literate in English is males 25 and females 3 per mille of 20 years and over only. The total literate population of India including children is 23,962,279 males and 4,169,036 females. The corresponding figures in 1901 were 14,690,080 and 996,341. The total illiterate population in 1931 was 156,243,305 males and 165,384,698 females.

Languages. - There are about 225 languages, exclusive of dialects, spoken in the Indian Empire, about 150 of which are confined to Assam and Burma. For the purpose of this abstract these languages have been shown in groups of allied tongues as classified by Sir George Grierson. With three exceptions the aggregate of speakers of any one of the indigenous groups shown comes to not less than 2 millions. At least 20 different scripts are employed in writing these languages, the two most important being Urdu and Nagri; Bengali, Telugu and Tamil follow in order in point of numbers of users. For Burma the Burmese is the only vernacular script of any importance. Speakers (by mother tongue) of languages foreign to India recorded at the census of 1931 numbered 646,535, the number of English speakers being 319,312.

Religions Classification. - The proportion in the population returned under the main religions, and the variations since 1921 are as follows:-

	Proportion per 1,000 of population.	Percentage of increase or decrease in actual number since 1921.
Hindu ...	682	+ 10.4
Muslim ...	222	+ 13.0
Buddhist ...	36	+ 10.5
Tribal Religions	24	- 15.3
Christian ...	18	+ 32.5
Others ...	18	+ 38.0

Europeans in India. - The number of Europeans is 168,134 (males 117,336, females 50,798), and of Anglo-Indians 138,395 (males 71,247, females 67,148). The figures of Europeans show a decrease in India proper of 10,883 since 1921 and of 3,309 since 1901. There has, however, been a rise of 2,986 persons, 1,585 males and 1,401 females, in Burma since 1921. This increase is partly attributed to the presence of tourists in greater numbers in 1931.

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Public Health.

The Housing Problem in Bangalore, Mysore State.

References were made in the earlier reports of this Office to the interest that is being taken by the Bangalore Municipality in the problem of housing the poorer and labour classes of the population living in and around Bangalore City, Mysore State (vide pages 50-51 of our January 1932 report and pages 48-50 of September 1932 report). Recently an economic survey of the municipal areas was undertaken under the auspices of the Municipality. It was originally intended that the proposed survey should have for its scope all aspects of economic and civic life of Bangalore. But, owing to the shortness of time, only one aspect of the civic life of Bangalore, viz., the housing problem was chosen for investigation. The report, it is understood, have made some far-reaching recommendations, chief among them being the creation of a Housing Trust with representatives of Government, the Municipality and the employers of labour. It is recommended that a Town Planning Act, investing the Municipality with the necessary powers, should be enacted.

✓ Factory Labour & Hospital Treatment.

It is understood that the Government of Madras have recently passed certain orders on the question of the cost of treating mill, factory and estate labourers in hospitals. They consider that employees in mills, factories, rubber, coffee and tea estates, railways and railway workshops when attending hospitals at their own instance should be regarded as members of the general public for the purpose of charges, etc. They have directed that when any of these employees drawing less than Rs.100 per mensem are treated as an in-patient or out-patient at the instance of their employers, the latter should be charged for the expensive drugs used at the specified rates besides the usual charge leviable under the rules.

Training in Borstal & Reformatory Schools, Calcutta, 1931

The following information regarding the working of Borstal and reformatory schools in Bengal during 1931 is taken from the report *by the Government of Bengal* on work connected with the Bengal Children Act, 1922, the Calcutta Suppression of Immoral Traffic Act, 1923, the Reformatory Schools Act, 1897, and the Bengal Borstal Schools Act, 1928, for the year 1931.

Administration. - The Education Department of the Government of Bengal is entrusted with the administration of the Bengal Children Act, the Calcutta Suppression of Immoral Traffic Act, the Reformatory Schools Act and the Bengal Borstal Schools Act. The Bengal Children Act extends only to the town of Calcutta, the suburbs and the port of Calcutta, the municipality of Howrah, and certain other areas in outlying districts. The Calcutta Suppression of Immoral Traffic Act extends to the town, the suburbs and the port of Calcutta. The Reformatory Schools Act only applies to that part of the province to which the Bengal Children Act has not been extended.

During the year 1931, the total number of children dealt with by the Juvenile Court was 275. Of these 14 were dealt with under the Bengal Children Act, 45 under the Calcutta Suppression of Immoral Traffic Act, and the rest under the Indian Penal Code and other Acts.

Reformatory Schools. - The Reformatory Schools for boys and girls, Industrial Schools for boys and places of suitable custody under clause 28(1) of the Bengal Children Act were (1) The Reformatory and Industrial Schools for boys at Alipore, maintained by Government; (2) Reformatory School for Girls — The Salvation Army Women's Industrial Home at Entally; (3) Places of suitable custody — (a) Gobinda Kumar Home, Panihati, (b) Salvation Army Women's Industrial Home, Entally, and (c) Calcutta Protestant Home for Girls, commonly

called the Fendall Home.

Reformatory and Industrial School (for Boys), Alipore. - On 31-12-1931, the number of boys in the Reformatory School was 193 against 207 on the corresponding date in the previous year. The number of boys in the industrial School in 1931 was 43 against 38 in 1930. All the pupils in both the institutions in 1931 were Indians except two Anglo-Indians. Of the Indians, 128 were Hindus, 94 Muhamadans and 12 Christians. In the workshops, tailoring, carpentry, blacksmithy, tinsmithy and weaving were taught. Regular moral instruction was given by the teachers once a week.

Gobinda Kumar Home, Panihati. - This home is intended for Indian girls dealt with under the Calcutta Suppression of Immoral Traffic Act as well as the Bengal Children Act. The capacity of the home is 95 girls. There were 88 girls of ages varying from 6 to 16 in this home in 1931 as against 72 in 1930. Out of 88 girls, 71 were Bengalis, 6 United Provinces girls, 7 Oriyas, 3 Marwari and 1 Nepali. All of them were Hindus, dealt with under section 4 of the Immoral Traffic Act.

Society for the Protection of Children in India. - During the year under review the society continued to render useful assistance to children taken under its protection by arranging for their guardianship, by placing them in suitable schools, by help with clothing, temporary relief and advice. The society dealt with 737 children; 163 were placed in 42 different schools or institutions, 20 handed back to their guardians and 6 admitted into hospitals. The society undertook the protection or guardianship of 101 children and gave temporary help or advice to 336. In 1931, Government recognised the society as eligible for ~~the~~ capitation grants for children committed

to its custody by a Court under the Bengal Children Act or the Immoral Traffic Act, It also received the annual Government grant of Rs. 3,000. The total expenditure of the society during the year 1931 was about Rs. 30,000.

Education.Industrial Education in the Madras Presidency, 1931-32*

The following information regarding the progress of industrial education in the Madras Presidency during 1931-32 is taken from the Report of the Department of Industries, Madras, for the year ending 31-3-1932.

The industrial schools in the Presidency covered by the report belong to two classes: (1) Government schools and (2) aided schools. There were 7 Government schools in the Presidency, during the year under review, having 1,412 students during 1931 and 1,729 students during 1932. The more important of the subjects that were taught in these schools are; metal working and engineering trades (398 students), drawing and painting (217 students), carpentry (180 students), textile trades (77 students), electrical engineering (286 students) and printing and allied trades (98 students). The following are details about the working of some of the more important of the Government schools:-

Government School of Technology, Madras. - This institution which was hitherto known as "Madras Trades School" was renamed "Government School of Technology" with effect from 1-4-1932. The number of new admissions was 422, as against 263 in the previous year, of which 164 were admitted to the Electrical Engineering section and 85 to the Mechanical Engineering section. The strength of the school on the 31-3-1932 was 778 as against 580 in the previous year. The cost per student was Rs.78 as against Rs.110 in the previous year. The preparatory section attached to the school is reported to have continued to function on a temporary basis. The number of new admissions was 50 and the total strength on 31-3-32 stood at 116. 17 students completed their three years' preparatory course and most of them have joined the various workshops.

* Report of the Department of Industries, Madras, for the year ending 31st March 1932 - Madras: Printed by the Superintendent, Government Press - 1932 - Price 8 annas.

(2) Perambur Railway Branch School. - The branch school attached to the Madras and Southern Mahratta Railway Company also had a satisfactory year. The number of new admissions during the year was 69 and the strength of the school at the end of the year was 154 as against 152 in the previous year. Of the 32 students who presented themselves for the final examinations, 23 were declared to have passed, the majority of them being retained in the railway workshops.

(3) New Government Schools. - The Government Industrial Schools at Calicut and Bellary and the Trades School at Mangalore which were started during 1929 were functioning satisfactorily. These schools are now in the third year of their existence and are on a temporary basis. During the year the Retrenchment Committee examined the working of these schools and recommended that the net recurring cost should be restricted to Rs.45,000 per annum. The motor-driving classes attached to these schools were closed during the year and the staff sanctioned, therefore, was disbanded. Proposals for retrenchment in other directions were also submitted to Government reducing the net recurring cost to Rs.35,900. The strength of these schools at the end of March last, was 69 in Bellary, 92 in Calicut and 91 in Mangalore.

(4) School of Arts and Crafts. - The number of students on the rolls on 31-3-1932 was 279, of whom 3 were ladies as against 263 in the previous year. The average attendance was 225 or 85 per cent as against 159 or 73 per cent in the previous year. Enamelling on gold and silver and other metals, which was started last year was improved to a very great extent and was much appreciated by the public. New methods of lacquering furniture, etc., have been introduced in the lacquer work section and the progress is very satisfactory. Similarly, cotton printing by means of blocks was started during the year with a view to produce works similar to those executed by the costly waxing processes. The course of study in drawing and design class was reduced from five to three years. The fine arts section is reported to be attracting students from other parts of India.

Aided Schools. - On 31-3-1932, in addition to the institutions managed by the department direct, the total number of schools recognized by the department was 68. All these except five were in receipt of grants-in-aid and all of them were inspected during the year under review. At the end of the year there were 6,015 pupils under training in these schools as against 5,349 in the previous year. Of these, 2,684 were Indian Christians, 1,794 non-Brahmans (Hindus), 586 Brahmans, 337 Muhammadans, 314 depressed classes, 158 Europeans and Anglo-Indians. A sum of Rs.1,05,250 was distributed in the form of maintenance (including capitation) grant representing an average of Rs.17-8-0 per pupil per annum for the Presidency as against Rs.20 in the previous year. A further ~~xix~~ sum of Rs.13,863 was distributed as equipment grant to a few schools, while a sum of Rs.34,105 was distributed as building grant among three institutions. Owing to the financial stringency, it was not possible to render adequate assistance to all deserving institutions. The condition of the majority of the schools, however, continued to be satisfactory.

(Progress of industrial education in Madras Presidency during 1928-29 was reviewed at pages 61-67 of our June 1929 report, and that for 1930 -31 at pages 76-78 of our October 1931 report).

✓ Compulsory Primary Education: Calcutta Experiment Sanctioned.

It is understood that the Government of Bengal has decided to grant permission to the Calcutta Corporation to introduce compulsory primary education for boys in one ward of the City as an experimental measure. This, it is reported, is the first experiment in the corporation area towards the introduction of free compulsory primary education.

✓ Agriculture.

Rural Uplift in C.P.:Government Board Constituted.

Reference was made at pages 64-66 of the report of this Office for September 1932 to a scheme of rural uplift adumbrated by the C.P. Government. With a view to co-ordinating and intensifying the efforts of the various official and non-official workers in the field of rural uplift and rural reconstruction in the province, the Government has constituted a board called 'Village Uplift Board'. It ~~will~~^{is} consist of the hon. Minister of Education as chairman, the directors of public instruction, veterinary services and agriculture, the inspector-general of civil hospitals, the registrar of cooperative societies, Mr. Niyogi, Vice-Chancellor of the Nagpur University, and four non-official members. The Board is to consider and advise the Government regarding schemes for educational, economic, industrial and cultural advancement of the rural community with the help of the nation-building departments and non-official workers.

Maritime Affairs.Indian Seamen's Union, Calcutta.

A meeting of the Indian Seamen's Union, Calcutta, was held at Calcutta on 7-10-1932 under the presidentship of Mr. Daud to consider the question of making its voice heard in the recruitment of seamen. Dr. Daud said that when the Royal Commission on Labour did not recommend the establishment of a State Employment Bureau for Indian seamen as recommended by the Seamen's Recruitment Committee on the lines suggested by the Geneva International Labour Conference, the only course left to the seamen was to join the Union and strengthen it so that its demand for a voice in controlling seamen's employment and thereby lessening unemployment among them, will have greater authority and force. The following resolution to that effect was adopted at the meeting:

"Resolved that, to minimise unemployment among Indian seamen and for the introduction of free muster system of employment for seamen of all capacities as well as to regulate employment amongst Goanese and Calcutta Saloon men, this meeting urges the Indian seamen of all capacities to unite under the banner of the Indian Seamen's Union and that steps be taken to strengthen the Union in order to devise ways and means for taking action to control seamen's employment."

Decasualisation and Registration ofPort Trust Dock Labour at Karachi.

It is understood that the Chairman, Karachi Port Trust, has issued a letter to the Karachi Merchants' Association to the effect that the Port Trust had been asked to explore in consultation with the interests concerned, the possibility of formulating a suitable scheme of decasualisation of the dock labour in this port. It is proposed to hold a Conference in which the interests concerned are to be represented.

Migration.Indians in Malaya; Memorandum to Sir Samuel Wilson.

The visit of Brigadier-General Sir Samuel Wilson, Permanent Under Secretary of State for the Colonies with the British Government, to Malaya preliminary to introducing certain changes in the constitution of that country has been availed of by the Indian Community in ~~the~~ Malaya to present him ^{with} a memorandum setting forth ^{the} ~~the~~ ^{the} ~~their~~ ^{their} conditions of life and work in that country and the disabilities they are under. The following is a summary of the salient points made out in the memorandum.

Labour Conditions in Estates. - The memorandum, in dealing with the conditions of estate labourers states that a drastic reduction in wages has been made and that in many estates rates as low as 20 Cents a day (less than 6d.) prevail on many of the estates. Due to the fall in the price of rubber, labourers were thrown out of work and repatriation was the only remedy tried to ease the unemployment problem. The memorandum points out that this policy of the Government has benefited neither the Government nor the planters nor even the labourers repatriated. Government spent last year alone the large sum of \$ 1,278,144,82 on repatriation. Another sum equally big was spent on it this year. These amounts, it is suggested, together with what will have to be spent to bring them back when needed and another three or four millions of borrowed capital could have been spent with advantage on development work with the aid of the same labourers, thereby saving the trouble and delay in bringing them back, not to speak of the loss likely to be incurred by the planting community by such delays and the great hardships the repatriates would be undergoing in India. One of the remedies suggested to ameliorate this state of affairs and which has been accepted by almost all employers of labour as well as by the Government, is the Indian Land Settlement Scheme. Every endeavour, it is urged, should be made to put this scheme in practice. A trial, it is observed, under the guidance of the Agent of the Government of India, in Selangor, is working very satisfactorily. Should the Land Settlement Scheme be set in motion and made a success there would be no need for Indian immigration when it is needed and repatriation when it is not needed.

Indian Immigration Committee. - The Indian Immigration Committee which looks into all matters connected with Indian Immigration has only two Indian members on the committee. It is urged that a better representation of Indians thereon is an absolute necessity. The committee consists of 14 members excluding the chairman and vice-chairman and the present representation of only two Indians thereon is, it is represented, small.

Indians and Malaya Civil Service. - The memorandum strongly urges the necessity for giving Malaya-born Indians admission to the Malaya Civil Service and states that equal opportunities should be afforded to those domiciled in the peninsula. The plea that the States are

not British possessions, it is pointed out, cannot be adduced when it is remembered that in India such differences are not shown between British India and Indian India, that is, the Native States.

The employment of Malaya-born Indian youths in the several departments of the Government service is, according to the memorandum, the burning question of the day. While this has been greatly agitating the minds of the Indian community since the General Order regarding appointments in the subordinate service was altered in 1931, which was to the effect that only where Malay candidates could not be found to fill up vacancies, other candidates may be selected and that with the approval of the Chief Secretary or the Resident concerned, the policy of retrenchment was adopted as one of the remedies for the present slump. A great majority of those being retrenched in the subordinate services are Indians. These two actions of the Government, it is pointed out, has given cause for great anxiety and it is suggested that a certain percentage of appointments for each community be reserved whether in the pensionable or ~~non~~ non-pensionable service and that all future appointments be made strictly based on that percentage irrespective of existing percentages in the several departments. A fair proportion of this percentage suggested is: Malaya -40, Indians - 25, Chinese - 25 and Others - 10. Attention is drawn in particular to the inadequate representation of the Indian community in the Federal Council, Sanitary Boards, and other official and unofficial public bodies. The need for more representation on these bodies commensurate with the Indians' position as the second largest domiciled community in Malaya is stressed.

Educational Facilities. - The educational policy of the Government is said to be far from satisfactory. The standard of education imparted in the schools is not high. Boys are trained only up to the Senior Cambridge classes. Those seeking higher education cannot find opportunities for such studies anywhere in the States. A second language such as Latin or French is not made compulsory and taught in the schools. Yet the fees charged are abnormally high and out of proportion to the standard of education the boys receive. The fees levied by Government are raised so high that it is impossible for even the middle class people to educate their children.

Free elementary education is imparted to children of labourers working on estates as required by Section 76 of the "Indian Labour Code". This, it is suggested should be made compulsory not only on estates but also in all Government departments employing such labour.

Relief for Indians Unemployed in Durban.

Reference was made at pages 72-73 of the report of this Office for October 1932 to the prevailing unemployment among the Indians in Durban, South Africa, and to the lack of ~~support from~~ ^{efforts by} the Union Government to relieve the situation. Representations were made to ^{the Union Government to} afford

relief to the ~~Union Government~~ ^{Indian unemployed Indians} by the Agent of the Government of India in South Africa and the Unemployment Relief Committees which were organised to aid the Indian unemployed. It is now understood that as a result of these representations, the Labour Minister with the Union Government has given a definite assurance that the Government are prepared to co-operate in the Durban Town Council's attempt to relieve unemployment among Indians, numbering 4,000. The Minister stated that the Department was prepared to co-operate provided the work performed was restricted to Indian areas. The extent and manner, to which such assistance might be afforded is to be decided upon receipt of detailed proposals of the Council.