

## INTERNATIONAL LABOUR OFFICE

Indian Branch

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Report for June, 1931.Contents.

|  | <u>Pages</u> |
|--|--------------|
| 1. <u>References to the I. L. O.</u> .. ..   | 1 - 12       |
| 2. <u>Conditions of Labour.</u>  |              |
| (a) Congress and Labour Reforms. ..  | 13 - 14      |
| (b) Labour in Indian States. ..  | 14 - 15      |
| (c) Minimum Wages of Indian Labour in Ceylon   | 15 - 17      |
| (d) Plight of Indian Labour in Burma ..  | 17 - 19      |
| (e) Wages and Hours of Work in Printing Presses<br>in Bombay City, 1929. ..                  | 19           |
| (f) M. & S. M. Railway Strike, Perambur. ..  | 20 - 21      |
| (g) Mysore Railway Workshop Strike, Mysore.  | 21.          |
| (h) Enquiry into the Standard of Living of Jute<br>Mill Workers in Bengal. ..                | 22 - 27      |
| 3. <u>Industrial Organisation.</u>   |              |
| <u>Workers' Organisations.</u>   |              |
| (a) A.I.R.F.'s 3rd Half-yearly Conference with<br>the Railway Board ..                       | 28 - 31      |
| (b) The First Mysore Labour Conference, Bangalore. ..  | 31 - 32      |
| (c) All-India Trade Union Congress;<br>Executive Council Meeting, Calcutta. ..               | 32 - 34      |
| 4. <u>Intellectual Workers.</u>  |              |
| Salaried Employees' Conference, Bombay ..  | 35 - 37      |
| 5. <u>Economic Conditions.</u>   |              |
| (a) Scheme for an Economic Advisory Organisation<br>in India; Sir Arthur Salter's Report. .. | 38 - 48      |
| (b) Foreign Cloth Re-export Scheme. ..   | 49 - 50      |
| (c) Retrenchment in Civil Service; Salary Cuts<br>contemplated. ..                           | 51 - 52      |
| (d) Sterling Loan of May 1931. ..  | 53 - 54      |
| (e) Hoover's Moratorium; Extension to India. ..  | 54 - 55      |
| 6. <u>Social Conditions.</u>   |              |
| (a) The Bengal Opium Smoking Bill, 1931. ..  | 56           |
| (b) Indore Nukta (Funeral Feasts) Act, 1931. ..  | 57 - 58      |
| (c) Rural Reconstruction in India. ..  | 59 - 61      |

110

C 1903/37

7. Maritime Affairs.

- (a) Indian Seamen and the Round Table Conference . . . . . 62 -
- (b) Lascar Seamen; Right to Claim Discharge .. 62 - 63

8. Migration.

- Indian Migration to Malaya and Ceylon in 1930. . . . . 64 - 70.

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References to the I. L. O.

During the period under review the I.L.O. figured very prominently in the Indian press. The greater frequency of references to the I.L.O. is attributable to the fact that during the period the 15th Session of the I. L. Conference was being held at Geneva. The telegraphic messages sent out by Reuters' Agency were, as usual, the main source of information about Geneva developments. The news purveyed by Reuter was scrappy and intermittent, the main object of Reuters' Agency being to wire out only items of definite news interest, greater attention, of course, being paid to matters concerning India which came up before the Conference. No connected account of the proceedings of the Conference was thus available to the Indian public in the daily press. The deficiency was met, however, to a certain extent by special letters contributed to their respective papers by the Geneva correspondents of the more important of the Indian newspapers like the Hindu, Madras, and the Statesman, Calcutta. Certain Indian weeklies like the Servant of India of Poona also devoted considerable attention to the proceedings of the Conference. Despite the unsatisfactory nature of the volume and quality of the news emanating from Geneva, considerable interest was roused in this country over the proceedings of the 15th Conference. As was perhaps only to be expected, two subjects which evoked particular attention in India were the controversy over Mr. Tarlton's nomination as one of the advisors to the Indian workers' delegate to the Conference, and Mr. Bakhale's resolution advocating the holding of a special Asiatic Labour Conference under the auspices of the I. L. O.

I am giving below the more important of the references to the I. L. O. appearing in the newspapers and periodicals that are received at this Office. The references to the opening of the 15th Session <sup>were</sup> ~~are~~ given in my last month's report.

Young Utkal, Cuttack, of 5-6-31, (Vol.V No.28) publishes in its "News of the Week" columns the Reuter's cable regarding the opinion expressed by M. Sokol that the reduction in working hours in industry would alleviate the present economic crisis. The same message includes a reference to the notice given by Mr. Bakhale, the Indian workers' delegate to this year's Conference, of a resolution to be moved in the Conference advocating the holding of an Asiatic Labour Conference.

New India, Madras, of 4-6-31, (Vol.V New Series No.10) commenting on Mr. Bakhale's resolution advocating an Asiatic Labour Conference, says:

"That such a Conference would be of the highest interest and value in focussing attention on the conditions of Labour in non-European countries admits of no doubt. But a more modest resolution last year was not acceptable to the representatives of Governments and Employers, and consequently could not be adopted. Mr. Bakhale suggests representation of the workers in the Colonies and the Mandated Territories at the Advisory Conference. Will the European Powers, which have recourse to forced labor in Africa, agree to such a proposal? France and Portugal, in particular, are unblushing exploiters of colored Labor. Nevertheless, Geneva must show greater and more active interest in the welfare of Labor in Asia and in the Colonies and Mandated Territories. Under the scandalous conditions now prevailing, is it any wonder, as Mr. N.M. Joshi warned the Conference two years ago, that the extravagant promises of Moscow make a strong appeal to the workers in these areas?"

The July 1931 issue of the Indian Review, Madras, (Vol.XXXII No.7) publishes a short note at page 453 announcing that Mr. Bakhale has given notice of a resolution asking for an Asiatic Labour Conference.

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The Hindu of 6-6-31, the Hindustan Times of 6-8-31, and New India

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of 11-6-31, (Vol.V New Series No.11) publish a Reuters' cable giving a brief summary of the speech delivered by Mr. Bakhale in the course of the discussions which followed the presentation of the Director's Report to the Conference. It is reported that Mr. Bakhale expressed dissatisfaction at the slow progress that has been made in the betterment of the conditions of Indian workers, and also at the inadequate representation of Indians on the staff and the Governing Body of the I.L.O. He is also reported to have complained that the Indian Government has up till now ratified only very few of the Geneva Conventions. New India of 25-6-31 (Vol.V New Series No.13) publishes at pages 14-15 copious extracts from Mr. Bakhale's speech referred to above. The full text of the speech is published in the Servant of India of 25-6-31 (Vol.14 No.25).

The Times of India of 8-6-31 publishes a short editorial article under the heading "Labour Conventions" commenting on Mr. Bakhale's speech. The article denies Mr. Bakhale's charge about the slow progress made towards the betterment of the conditions of Indian workers and asserts that the progress made in respect of ratification of Geneva Conventions by India is "exceedingly creditable". The article also points out that Mr. Bakhale's criticism about slowness of the Government of India in improving labour conditions is ill-timed and inopportune in view of the forthcoming Report of the Royal Commission on Labour in India, which, the paper expects, will make important recommendations for substantially improving the conditions of the Indian worker.

The Hindustan Times of 17-6-1931 also publishes an editorial



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The full details regarding the attitude taken by the Indian Employers' delegation to the 15th Conference over the acceptance by the Conference of the credentials of Mr. Tarlton, one of the advisers to the Indian Employers delegate, have been widely reported in Indian papers. A Reuter's cable announcing the walk-out staged by the Indian Employers' delegation and the views expressed by Sir Atul Chatterjee on the report of the Credentials Committee on the credentials of Mr. Tarlton was published in the Hindu and the Statesman of 13-6-1931, the Pioneer of 14-6-1931, the Times of India and the Hindustan Times of 15-6-1931 and New India of 18-6-1931 (Vol.V, New Series No.12).

The Hindustan Times of 15-6-1931 has published an editorial article commending the action of Mr. Walchand Hirachand and his colleagues in objecting to the nomination of Mr. Tarlton. The Times of India of 17-6-1931 also publishes an editorial article under the heading "Indian Delegates at Geneva" which takes an opposite view and holds that the contention that European employers of labour in India, because of their being British subjects, should have no say in the election of delegates and advisers to the International Conferences at Geneva, cannot be justified.

Indian commercial interests are, however, vehemently opposed to the practice of nominating non-nationals to Indian ~~empire~~ delegations to international conferences. The following letter sent by the Secretary of the Karachi Indian Merchants' Association to Mr. V.J. Patel, ex-speaker of the Indian Legislative Assembly, then at Geneva, protesting against the nomination of Mr. Tarlton can be taken as typical of the views held on the subject by Indian commercial interests:-

"I am directed by the Committee of my Association to request you to take up the question of appointment of non-nationals on Indian delegations to International Conferences in defiance of public opinion so repeatedly expressed on the subject. My Committee have already authorized Sth Walchand to protest against the nomination of Mr. Tarlton as an Advisor to the Employers' Delegate this year and therefore to attend the International Labour Conference as a representative of India. That Mr. Tarlton should by any stretch of interpretation be treated as a "national" of India is a travesty against which India must certainly protest. It is, indeed, a surprise that the Government of India should have again disregarded public opinion and appointed a non-Indian as a member of the Indian Delegation. Such a protest was lodged by the Indian Employers' representative before the Credentials Committee of the International Labour Conference before. My Committee urge that once again a strong protest be lodged against it. While there was assurances being given of the status of equality to India as a self-governing Dominion in the Empire her sons are denied full direct representation in international assemblies of importance. There would be hundreds of Indians qualified and competent to act as Advisors in place of Mr. Tarlton. My Committee urge that your protest be lodged in as emphatic a manner as possible". (The extract is taken from the May 1931 Circular of the Karachi Indian Merchants' Association).

The Statesman of 20-6-1931 publishes a long air-mail letter dated 5-6-1931 from its Geneva correspondent in which the objection ~~was~~ raised by Mr. Walchand Hirachand against the credentials of Mr. Tarlton, and the previous protests made by Indian delegates in the past conferences against the nomination of non-nationals to represent India at I. L. Conferences are reviewed.

The Hindustan Times of 22-6-1931 publishes in full the speech delivered by Mr. Walchand Hirachand on the Report of the Credentials Committee on Mr. Tarlton's credentials. The Pioneer and the Times of India of 27-6-1931 publish extracts from the Report of the Credentials Committee on Mr. Tarlton's credentials and give summaries of the speeches of Mr. Walchand Hirachand and Sir Atul Chatterjee on the Report. New India of 18-6-1931 (Vol.V, New Series No.12) also comments editorially criticising the Government of India for including a non-national in the Indian employers' delegation.

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India of 13-6-31, and the Indian Trade Journal of 18-6-31 (Vol.CI, No.1304).

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The Statesman of 9-6-31 publishes in full a communique issued by this office regarding the Age of Admission of Children to Employment in Non-Industrial Occupations, which was one of the items on the agenda of the 15th I.L.Conference. Copies of the communique have been sent to Geneva with this office's minute H.2/833/31, dated 18-6-31.

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Another communique sent out by this Office on Seamen's Welfare in Ports, an item on the agenda of the next maritime session of the I.L.Conference, was published by the Hindu of 20-6-31 and the Statesman of 21-6-31 under the caption "Vagrants of the Sea". Copies of the communique have been sent to Geneva with this Office's minute H.2/838/31 dated 18-6-1931.

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The June 1931 issue of the Indian Post, Delhi (Vol.II, No.6), publishes at page 254 to 256 a communique issued by this Office on the <sup>Final</sup> 1st part of the Director's Report to the 15th Labour Conference. The same communique is also published at pages 306-308 of the May and June 1931 combined issue of the M.& S.M. Railwayman (Vol 2, No.11 & 12). Copies of the communique have been sent to Geneva with this Office's minute H.2/568/31 dated 21-5-1931.

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The Labour Gazette, Bombay, reproduces in its issue of June 1931 (Vol.X, No.10) the note on the Director's Report appearing in "Industrial and Labour Information" dated 25-6-1931.

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The Indian Labour Journal, Nagpur, in its combined issue for June and July 1931, (Vol. VIII, Nos. 9 & 10) reprints at pages 187-190 the portion dealing with Indian States in the article "Labour Legislation in India" by Dr. R.K. Das, published in November 1930 issue of the International Labour Review.

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The Indian Review, Madras, of July 1931 (Vol. XXXI, No. 7) announces the publication of a book "The Origin, Structure and Working of the League of Nations" by C- Howard Ellis. The notice states that the book, which traces the origin of the League, contains chapters on the machinery of the League, the I.L.O. and the Permanent Court of International Justice. The price of the book is Rs. 15-12-0.

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New India of 4-6-1931 (Vol V, New Series No. 10) reprints under the caption "The League of Nations in 1930" the review of the League's activities in 1930 taken from the League of Nations Unions Report for 1930. The review includes references to the Conventions on Forced Labour and on Salaried Employees adopted by the 14th Session as well as to <sup>the</sup> inquiry on unemployment initiated by the I.L.O.

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At the Session of the Bombay Salaried Employees Conference held at Bombay on 13-6-31, the President, Mr. S. A. Brelvi, M.A., LL.B., while dealing with the various aspects of India's unemployment problems made several references to the work of the I . L . O. in combating unemployment. The analysis of world unemployment conditions contained in the Director's Report to the 15th Conference was reviewed at length

.12.

by Mr. Brelvi, who took occasion to point out that the Government of India has not yet taken steps to give effect to the Washington Recommendation regarding the establishment of unemployment insurance systems. A fairly full account of the proceedings of the Conference as also a summary of Mr. Brelvi's speech is published in the Hindu of 15-6-1931. The Conference is dealt with at pages 35-37 of this report.

Conditions of Labour.

Congress and Labour Reforms .

At pages 1 to 3 of the report of this office for March 1931, reference was made to the resolution <sup>on Fundamental Rights</sup> passed at the Karachi session of the Indian National Congress held during the last week of March 1931. The same session of the Congress appointed a committee to consider the clauses of the original resolution in the light of the various amendments proposed and to make a detailed report to the Congress with <sup>its</sup> ~~their~~ recommendations. The Fundamental Rights Committee thus appointed, has submitted its report on 25-6-31. The following are extracts from the recommendations of the Committee relating to the labour, economic and ~~social~~ programme to be <sup>followed</sup> ~~provided~~ by the Swaraj Government.

(1) Every citizen of India has the right of free expression of opinion, the right of free association and combination and the right to assemble peaceably and without arms for purposes not opposed to law or morality.

(2) The State shall safeguard the interest of industrial workers and shall secure for them by suitable legislation and in other ways adequate wages, ~~and~~ healthy conditions of work, limited hours of labour, suitable machinery for settlement of disputes between employers and workmen and protection against economic consequences of old age, sickness and unemployment.

(3) No person shall be compelled to labour against his will and without due compensation except when such labour is imposed by law.

(4) Attention shall be paid to the special needs of women workers including care of infants when their mothers are at work and adequate provision during the maternity period.

(5) Children of tender age shall not be employed in factories and mines.

(6) Workers have the right to form unions to protect their interests.

(7) The system of land taxation shall be reformed and an equit-

able adjustment made of the burden immediately giving relief to the smaller peasantry by a substantial reduction in agricultural rent and revenue, now paid by them, and in case of uneconomic holdings totally exempting them from rent or revenue, with such relief as may be just and necessary to holders of estates affected by such exemption or reduction in rent and to the same and, imposing a graded tax on net incomes from land above a reasonable minimum.

(8) A graduated scale of death duties on property above a fixed minimum.

(9) Expenditure and salaries in civil departments shall be largely reduced. No servant of the State, other than specially employed experts and the like shall be paid above a certain fixed figure, which should not ordinarily exceed Rs. 1,000 per month.

(10) No duty shall be levied on salt manufactured in India.

(11) The State shall protect indigenous cloth; and for this purpose pursue the policy of exclusion of foreign cloth and foreign yarn from the country and adopt such other measures as may be found necessary.

(12) Intoxicating drinks and drugs shall be locally prohibited.

(13) Currency and exchange shall be regulated in the national interests.

(14) The State shall own or control key industries, mineral resources, railways, shipping and other means of public transport.

(15) Adequate steps shall be taken for the relief of agricultural indebtedness and the prohibition of usury.

(16) The State shall take steps, directly or through local bodies, to improve the condition of people in rural areas by providing healthy amusements, facilities for adult education, the extension and improvement of agriculture, revival and development of hand-spinning and handweaving and other indigenous arts and crafts, and the adoption of an effective programme of village sanitation, drinking water supply, and medical relief.

(17) The State shall provide free and compulsory education.

(The Hindu, 27-6-31)

### Labour in Indian States.

Valuable information regarding the right of freedom of association and trade union legislation in Indian States was elicited as <sup>HR</sup>



*on the subjects*

result of a series of questions put by Major Graham Pole in the House of Commons on 7-5-31. According to a message dated 4-6-31 from a London Correspondent of the Hindu, Mr. Wedgwood Benn is reported to have replied that the result of enquiries into the matter undertaken by the Government of India, goes to show firstly, that, in general, freedom of association for industrial purposes exists in Indian States, and, secondly, that no legislation affecting trade unions has been enacted, or is projected, in any of the Indian States.

(The Hindu, 21-6-31).

Minimum Wages of Indian Labour in Ceylon.

At pages 34-36 of the report of this Office for May 1931, reference was made to the considerable dissatisfaction <sup>felt</sup> in India over the attempt that is being made in Ceylon to lower the minimum wages of estate labourers there in view of the serious economic depression prevailing in the plantation industries in the Island. According to an Associated Press message published in the Hindu of 15-6-31, Mr. C.S. Ranga Iyer, Deputy Leader of the Opposition in the Legislative Assembly, has tabled a question for the forth-coming Autumn Session of the Assembly ~~asking~~ <sup>to the effect</sup> whether it is not a fact that the wages of labourers in the tea estates ~~are~~ being reduced in spite of the fact that the Ceylon Tea Company in London has declared a 35 per cent dividend. It is reported to be his intention to urge the Government of India to intervene on behalf of Indian labour against the reduction of wages below the minimum fixed by the law.

Further details regarding the working of the Minimum Wages Ordinance in Ceylon and the general condition of Indian labour there are brought to light as the result of a recent enquiry conducted by Mr. D. Xavier, Vice-Chairman of the Municipal Council of Mayavaram, who was deputed by the North Tanjore District Congress Committee to study the conditions of ~~the~~ Indian labourers in Ceylon and to submit a report thereon to the Committee. The following are a few extracts from Mr. Xavier's report:-

"In spite of the depression which is cited as one of the reasons for reducing the wages as stabilised under the Ordinance, further recruitment is eagerly sought for by the planters and every day hundreds of coolies are going to Ceylon. At the same time, the fact that conditions in Ceylon are bad and are growing worse for the labourers has become known, so much so, that while in 1929 there were 105,095 emigrants to that island, there were only 91,421 in 1930.

"The degree of medical aid that the labourers are having, as they are entitled to have under the Ordinance, may be judged from the fact that there are at present only 117 hospitals and 762 dispensaries. Some estates have not to this day even a dispensary <sup>may be</sup> and <sup>not</sup> no maternity relief.

"The children of the labourers are hopelessly neglected. For statistical purposes, there are 400 schools imparting education to 42,473 children. But, most of these schools, have for teachers mere figureheads, who are more concerned with the working of the estate than with the teaching of the boys, and who can, therefore, be regarded only as makers of check-rolls.

"Though from 1922 to 1927 sanitary lines have been constructed almost up to the Government standard, and though as a consequence thereof there is not much overcrowding, there are still estates where the back-to-back lines are overcrowded and unhealthy and are only small dungeons. There are only about 5,300 latrines on the estates employing Indian labour and pipe water supply is available only for about 117,000 rooms.

"When a labourer, for some reason or other, desires to quit the Island, he is subjected to the greatest difficulty in the matter of obtaining discharge certificates.

"The disability imposed on Indians to have the right of voting in Ceylon is a matter on which the Government of India have not as yet taken the action that is expected of them, though the subject has been a matter for grave concern to the Indian press and public for some time past.

(The Hindu, 29-6-31).

The abuses of the Kanganj system of recruitment for the Ceylon plantations is another subject over which much dissatisfaction prevails in India. The Hindu of 29-6-31 makes the following reference to this <sup>subject</sup> in its editorial columns and urges the authorities to make an enquiry on the subject with a view to weed out the evils of the system.

"The need for an enquiry into the Kangany system obtaining on the tea estates in Ceylon is emphasised by the Additional Sessions Judge of Kandy in a recent judgment of his. He observes " that there must be something wrong with a system which allows a kangany to get eighty times the salary of a 'coolly'. It is a matter for the Government to take up". Repeated demands have been made for <sup>an</sup> enquiry into the conditions of estate- labour in Ceylon, but without any response on the part of the authorities. It is notorious that even estate- superintendents move in dread of the all-powerful kangany. In the case referred to above an estate- superintendent is reported to have deposed that he would " rather offend anybody but <sup>the</sup> head-kangany." The interests alike of estate-owners and the labourers require that the kangany should be taught his place."

#### Plight of Indian Labour in Burma.

At pages 46-47 of the report of this office for May 1931 reference was made to the Burmese rebellion and to the plight of Indians in Burma. The situation has not improved and Indians are precipitately leaving Burma in large numbers abandoning their jobs and ~~movable~~ movable properties. The feeling is growing in India that the Government of Burma is not taking sufficient steps to protect

Indian interests. In this connection the following telegram has been sent by the Federation of Indian Chambers of Commerce and Industry on 6-6-31 to the Viceroy:-

"The Committee of the Federation of the Indian Chambers of Commerce and Industry are deeply concerned by the plight of Indians in Burma. Ill-feeling against Indians is spreading from district to district, causing immense loss of life and property and upsetting trade, commerce and industry.

"The Committee find it difficult to gauge the full extent of the loss and suffering to Indians owing to the inadequacy of press reports, but yet feel that the absence of normal emigration from India and the anxiety on the part of Indians in Burma to leave the country is sufficient index to the gravity of the situation.

"The Committee strongly feel that the action taken so far is not sufficient to meet the situation and most earnestly urge the Government of India to resort to prompt and stronger action to protect the life and property of Indians in Burma."

In view of the adverse conditions prevailing in Burma, the Government of Madras has issued the following communique on 18-6-31 warning Indian labourers against going to Burma:-

The Director of Statistics and Labour Commissioner in Burma reported that although the conditions in Rangoon are unfavourable to employment, a continued increase has been noticed in the volume of labour immigration from the Coromandel Coast into Rangoon as compared with the previous years. Indian labourers are warned not to go to Rangoon in search of work unless they have promise of definite employment.

A deputation consisting of Mr. S.N. Haji, (representing the Burma Indian Chamber of Commerce), Dr. R.S. Dugal, (representing the Burma Indian Association), and Mr. R.G. Iyengar (representing the Nattukottai Chettiar's Association, Burma) has arrived in Simla on 20-6-31, to wait in deputation upon the Viceroy and place before him the Indian point of view with regard to the present situation in Burma, especially <sup>regarding</sup> the serious condition of Indians in various parts of that province. The Deputation will further urge the claims of Indian interests in Burma

for adequate representation on any committee or conference that may consider the question of constitutional development of Burma. ( The Hindu, 24-6-31).

Wages and Hours of Work in Printing Presses in Bombay City  
in 1929.

Attention is drawn to the report of an enquiry conducted by the Labour Office, Bombay, into wages and hours of work in certain selected printing presses in Bombay City, published in full at pages 1023-1035 of the June 1931 issue of the Labour Gazette, Bombay, (Vol. X, No.10 ).

20

M. & S. M. Railway Strike.

As a result of the retrenchment policy of the M. & S. M. Railway authorities, there was a strike in the Perambur railway workshops of the M & S. M. Railway lasting for 6 days - from 17 to 23-6-31. According to the Agent's calculation, in March last, ~~many~~ nearly 800 hands were declared surplus in the workshops, and since then nearly 450 hands had voluntarily resigned, and other causes such as deaths, medical unfitness etc., had caused a further reduction of 150 hands. The M. & S. M. Railway Labour Union requested the authorities early in June to stop the compulsory discharge of the remaining ~~200~~ 200 surplus hands as the railway's turn-over of nearly 300 vacancies in a year would enable their gradual absorption. This suggestion of the Union was not accepted by the Agent and on 16-6-31, 17 workers employed in the wagon section and 33 in the smithy section of the workshop were discharged from service by way of retrenchment. According to the authorities, only 53 were considered surplus in the smithy-shop in March last and since then 51 hands in that section had resigned. Therefore the discharge of 33 hands, many of whom were members of the workers' union, from the smithy-shops on the 16th June made the employees apprehend that the authorities were victimising the workmen under the cloak of retrenchment. This led the men to strike work from 17-6-31 as a mark of protest against the action of the authorities. On 19-6-31 the Railway authorities threatened to declare a lock out if the workers did not change their attitude and resume work. As a result of negotiations entered into between the Union and the Railway authorities, a settlement was arrived at on ~~the~~ 22-6-31, ~~according to~~ <sup>by</sup> which the workers agreed to end the

strike and resume work. The Agent on his part has agreed (1) to receive a deputation of Union officers to discuss the retrenchment measures (2) to abolish short time working as soon as circumstances permit of this and (3) to victimise no worker for his participation in the present strike. The workers resumed work on 23-6-31 accordingly.

(The Hindu, 17 & 23-6-31)

Mysore Railway Workshop Strike, Mysore.

The authorities of the Mysore Railway Workshop, Mysore, recently decided to reduce the number of working days in the shop from six to four days in the week by declaring Friday & Saturday, in addition to Sunday as holidays. As this meant a reduction in wages, over 700 workmen employed in the workshop struck work on 4-6-31 demanding, besides the cancellation of short time, the recognition of their Union, reinstatement of victimised workmen and the redressal of a few other grievances. When the workmen sent their representatives to the Agent for placing their case before him, he, <sup>if would appear,</sup> ~~seems to have~~ insisted that one of the representatives who is the General Secretary of the Mysore Railway Workers' Union should not be included in the deputation. As a compromise the Union sent six of their members, excluding the General Secretary, of the Union. The Agent having given a written undertaking to open the workshop on Fridays and consider their other grievances, the workmen resumed work from 6-6-31.

(The Hindu, 7-6-31).

Enquiry into the Standard of Living  
of Jute Mill Workers in Bengal.\*

The following details regarding the standard of living of Jute Workers of Bengal are taken from a report on an enquiry into the standard of living of Jute Mill workers in Bengal conducted by Dr. A.C. Roy Choudhury, Special Officer, appointed for the purpose by the Government of Bengal. The inquiry was started by the Government of Bengal for the collection of a number of family budgets to ascertain the standard of living of the poorer classes of labourers in the industrial centres of Bengal. Owing to ~~the~~ shortness of time and insufficiency of trained staff, it was suggested that the inquiry should be of an intensive nature, preferring a smaller number of reliable budgets to a larger number of doubtful ones. Moreover, it was proposed that the inquiry should be confined to certain typical establishments rather than a larger number of widely separated establishments. It was decided to confine the inquiry to the jute mill workers in the first instance and six mills situated in three centres were selected for the purpose, viz. Fort William and Ganges in Howrah, Clive and Hooghly in Kidderpur and Matiabruz, and Kelvin and Kinnison in Titagarh. Owing to trade depression, the Jute Mill Association decided to cut down the working hours of the mills to 54 hours per week and close the mills altogether for one week every month from July as a temporary measure. This temporary

\* Government of Bengal Commerce Department - Report on an Enquiry into the Standard of Living of Jute Mill Workers in Bengal - by Dr. A.C. Roy Choudhury, Special Officer - Calcutta ; Bengal Secretariat Book Depot - 1930. Price - Indian, Rs.2; English, 3s.3d. - pages 47.



abnormal situation affected the economic condition of the labourers to a great extent, with the result that the Special Officer was left

with only one month (viz., June) to collect the normal family budgets.

This prevented the comparing of the budgets with those of the subsequent months.

For the purposes of the enquiry, select representative families with total income of less than Rs.50 per mensem from the following classes of workers were chosen; Hindus from Bengal, Behar, United Provinces, Central Provinces, and Madras, and Muhammadans from Bengal, Behar and United Provinces. Out of 153 budgets collected, 28 were rejected for various reasons chiefly due to exaggerated statements. The present report therefore is based on the remaining 125 budgets which have been admitted.

Composition of the families. - The 125 families selected for the purposes of the present enquiry consisted of 223 wage earners (144 males, 77 females and 2 children below 15 years), 309 dependants living with the earning members (3 males, 73 females and 233 children) and 57 dependants living elsewhere (21 males, 21 females and 15 children). The following points should be noted regarding the composition of the families (a) there are very few adult male dependants unless they are incapacitated for some reason, (b) the females of the Muhammadans, as a rule, and also those of the Bengali Hindus are mostly dependants and not wage-earners. Of the 77 female wage earners in the 125 families under consideration, 14 only were Muhammadans and Bengali Hindus while the rest were Hindus from other provinces. Of the 73 female dependants 46 were in Muhammadan and Bengali Hindu families, (c) Children under 15 years are not generally wage-earners, there being only 2 in 125 families.

Income of Members. - The average income per capita of the females are given below:-

| Divisions.                   | Women-earners. | Women-dependants. | Total number of women. | Total wages earned by women monthly. |    |    | Average per capita. |    |    |
|------------------------------|----------------|-------------------|------------------------|--------------------------------------|----|----|---------------------|----|----|
|                              |                |                   |                        | Rs.                                  | A. | P. | Rs.                 | A. | P. |
| Muhammadans & Bengali Hindus | 14             | 46                | 60                     | 205                                  | 9  | 9  | 3                   | 6  | 10 |
| Hindus from other provinces. | 63             | 23                | 90                     | 842                                  | 4  | 11 | 9                   | 5  | 9  |

It is obvious from the above table that the women of the second division

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contribute on the average about three times more than those of the first division. The cause of this difference is the purdah system of the Muhammadans and to some extent of the Bengali Hindus who think it a point of honour not to allow their females to work outside. On the other hand, all the Hindus coming from outside Bengal are not hampered by any <sup>such</sup> social custom and do not think it derogatory for their females to work.

The side incomes of the wage earners are given in the following table:-

| Divisions.                   | Sex.   | Number of earners. | Total additional earnings. |    |    | Average earnings per capita. |    |    | Total. |    |    |
|------------------------------|--------|--------------------|----------------------------|----|----|------------------------------|----|----|--------|----|----|
|                              |        |                    | Rs.                        | A. | P. | Rs.                          | A. | P. | Rs.    | A. | P. |
| Muhammadans & Bengali Hindus | Male   | 54                 | 150                        | 4  | 11 | 2                            | 12 | 6  | 4      | 2  | 0  |
|                              | Female | 18*                | 25                         | 2  | 0  | 1                            | 6  | 4  |        |    |    |
| Hindus of other provinces    | Male   | 90                 | 89                         | 8  | 9  | 0                            | 15 | 11 | 1      | 0  | 10 |
|                              | Female | 65+                | 3                          | 15 | 0  | 0                            | 0  | 11 |        |    |    |

\* Includes 4 women who are not wage-earners, but have side-incomes.  
 + Includes 2 women who are not wage-earners, but have side-incomes.

Of the 125 families whose budgets were examined there was 1 getting an income below Rs. 20; 43 getting between Rs. 20 and Rs. 30, 47 getting between Rs. 30 and Rs. 40, and 34 getting between Rs. 40 and Rs. 50.

The average monthly income and expenditure per family and per equivalent adult male is given in the following table:-

|                                   | Per average family . |          |          | Per equivalent adult male. |          |          | Percentage to total expenditure. |
|-----------------------------------|----------------------|----------|----------|----------------------------|----------|----------|----------------------------------|
|                                   | Rs.                  | A.       | P.       | Rs.                        | A.       | P.       |                                  |
| Income                            | 34                   | 7        | 0        | 10                         | 11       | 8        | ..                               |
| Different items of expenditure:-  |                      |          |          |                            |          |          |                                  |
| Food                              | 20                   | 13       | 5        | 6                          | 7        | 10       | 64.9                             |
| Fuel and lighting                 | 2                    | 4        | 7        | 0                          | 11       | 5        | 7.13                             |
| Rent                              | 1                    | 8        | 5        | 0                          | 7        | 7        | 4.74                             |
| Clothing                          | 2                    | 6        | 5        | 0                          | 12       | 0        | 7.5                              |
| Household requisites and beddings | 0                    | 8        | 9        | 0                          | 2        | 9        | 1.72                             |
| Cellaneous                        | 4                    | 7        | 11       | 1                          | 6        | 5        | 14.01                            |
| <b>Total expenditure</b>          | <b>32</b>            | <b>1</b> | <b>6</b> | <b>10</b>                  | <b>0</b> | <b>0</b> | <b>100</b>                       |

A comparative statement of the average monthly income and expenditure per family in Bengal, Bombay and Sholapur is given below:-

| Rs.                             | Expenditure.    |            |                |                    |           |  |                        |
|---------------------------------|-----------------|------------|----------------|--------------------|-----------|--|------------------------|
|                                 | Monthly income. | Total.     | Food.          | Fuel and lighting. | Rent.     | Household requisites clothing & bedding. | Miscellaneous.         |
| Amount                          | Rs.34-7-0       | Rs.32-1-6  | Rs.20-13-5     | Rs.2-4-7           | Rs.1-8-5* | Rs.2-15-3                                | Rs.4-7-11 <sup>+</sup> |
| Percentage to total expenditure | ..              | ..         | 64.9           | 7.13               | 4.74      | 9.22                                     | 14.01                  |
| Amount                          | Rs.35-2-3       | Rs.33-13-1 | Rs.19-15-0     | Rs.2-13-4          | Rs.2-11-6 | Rs.3-3-7                                 | Rs.5-1-8               |
| Percentage to total expenditure | ..              | ..         | 59.56          | 8.2                | 8.8       | 10.3                                     | 13.8                   |
| Amount                          | -               | -          | Not available. | -                  | -         | -  | -                      |
| Percentage to total expenditure | ..              | ..         | 49.37          | 9.97               | 6.68      | 12.89                                    | 21.07                  |

Generally speaking the workers of Bengal spend on the average 60% of the income on food and 32% on all other items. Most of the families are in a chronic state of indebtedness and the apparent savings of 8% are spent on the payment of debts and interest, except a few families who really do make a saving. Out of the amount spent for food, nearly 50% is spent on the purchase of staple food (rice, wheat and dal) and 50% on other items of diet.

Of the total expenditure 64.8% is spent on food, 7.1% on fuel and lighting, 4.8% on rent, 8.2% on clothing, 1.8% on household requisites and beddings and 12.4% on other miscellaneous items.

The following remarks regarding the conditions of labour of the workers have been made in the Report:-

In single shift mills 60 hours' week and in multiple shifts mills about 40 hours' week are observed for each worker. The cause of migration of persons from other provinces in almost all cases is economic strain. They earn markedly more here than they used to do in their own provinces. In the course of the investigation it was found that in some of the mills the percentage of venereal diseases is believed to be very large. Figures were not available as no records

K.5.

are kept. The diseases are contracted mostly from the prostitutes in the bastis adjoining the cooly lines. Some of these prostitutes also work as mill hands. This high prevalence of venereal diseases is obviously due to a great extent to the disparity of the sexes amongst all classes of the workers residing in the cooly lines, except the people of Central Provinces and Madras. There is no proper arrangement for the treatment of these diseases.

Children under 15 years of age are not employed in the jute mills and simply waste their time. The establishment of free primary schools for the children is desirable. Out of six mills, in one only there is a free primary school, with 30 or 35 students.

Out of the six only one mill has got a part-time midwife. In most of the mills there is a maternity allowance in the shape of full-pay-leave for 5 weeks.

In one mill there is a permanent arrangement for a free weekly cinema show for the workers.

In the six mills investigated a little over 50 per cent. of the employees are accommodated in company's quarters. The sheds are made in blocks with back to back arrangement with tiled roof, pucca floor and wall. There is a small verandah in front usually used for cooking and sometimes for accommodating cattle or goats. In some cases these are let out by the occupants to other coolies on a small rental for sleeping during the night. The room itself is in many instances used for cooking. The average size of the rooms is generally 9 feet 6 inches by 8 feet 6 inches. There is one door and sometimes a small window opening on the verandah. In one of these mills there are two-storied coolie lines. The spaces between the blocks are pucca or katcha. Rooms are generally overcrowded. On the average about 4 persons live in each room, 5 or 6 being common. In one case as many as 12 persons (3 males, 4 females and 5 children) were living in a room 8 feet 6 inches square, but this is exceptional. Ventilation of the rooms is very unsatisfactory. Water-supply and conservancy are generally good. The surroundings are kept fairly clean. The other half of the employees live in private bastis adjoining the mill areas. The sheds are generally made of tiles with kutchha floors and mud-plastered bamboo walls. The conservancy, ventilation and general sanitary conditions are, in most instances extremely bad, though the rents are higher than the companies' quarters.

The following suggestions have been made in the Report for improving the condition of labour in the jute industry:-

(a) The shop-keepers in the mill areas charge higher prices for the quality of the articles supplied, and for one week's credit at least 10 per cent. over the market price. The establishment of co-operative supply stores would be a boon to the labourers.

(b) For the same kind of quarters, the monthly rent charged by different mills varies from 4 annas to Re.1-6-6. Uniformity on one of the lower scales is suggested.

(c) Establishment of free primary schools or elementary technical schools is desirable.

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(d) The establishment of Venereal Clinics in suitable centres, in the mill areas is a necessity. Funds may be found by the combined contributions of the mills, Municipalities and Government. Other measures, such as licensing and inspection of prostitutes in this connection may be considered.

(e) The establishment of a small Maternity Home with a lady doctor in charge in each industrial area would be a great improvement. A baby home with nurses to look after the babies during the working hours of the mothers would eliminate the pernicious habit of dosing the children with opium.

(f) Very few can afford to spend anything for amusements. One of the mills provides a weekly free-cinema show for the workers. Two things in this connection are recommended:-

- (l) providing regular shows like this in other mills; and
- (ll) exhibition of general educative films on maternity and child-welfare, social (showing the evils of excessive expenditure on marriages and funerals, etc.), personal hygiene and other public health films with special reference to the possibilities of improvements in their own conditions by their own efforts. Such films may be locally made and shown in different mills by turns.

(g) Increase in the number of quarters for the labourers is a necessity. The overcrowding can be avoided by increasing the number of quarters, and at the same time further construction of back-to-back houses cannot be advocated.

(h) Employment of trained Sanitary Inspectors for mills to look after general sanitation, adulterated foodstuffs, under-weights in the mill markets and septic tanks, etc., is suggested. They can also amuse and educate the labourers by giving lantern lectures on subjects affecting their welfare.

(i) The high rate of interest charged by the money-lenders in mill-areas is a permanent handicap to the labourers to better their condition. The establishment of Co-operative Credit Societies in this connection, wherever possible, is a matter for serious consideration.

(j) The appointment of a sympathetic officer who will study the needs and requirements of the labour force on one hand, and act in co-operation with the mill authorities on the other will go a great way towards the success of any scheme for the betterment of their condition. Success is all the more possible as the labour force is concentrated in definite areas.

INDUSTRIAL ORGANISATION.Workers' Organisations.All-India Railwaymen's Federation's 3rd Half YearlyConference with the Railway Board.

The third half yearly meeting between the Railway Board and the representatives of the All-India Railwaymen's Federation took place on 25 & 26-6-31 at Simla. ~~Though~~ <sup>The</sup> questions for discussion at the meeting were limited (1) to the present retrenchment on Indian State Railways and (2) to the re-instatement of the G.I.P Railway strikers. ~~The~~ former question loomed large and took up the major portion of the discussions. The Federation was represented ~~at~~ the meeting by Mr. Jamnadas Mehta, President, Mr. V.V.Giri, General Secretary, Mr. S.C. Joshi (G.I.P) Dewan Chamanlal and Mr. Ladikram (N.W.R.), Mr. Sambasiva Rao, <sup>Railways</sup> (Mysore), Mr. Muttu (B.N.R.), Mr. ~~A. M.~~ <sup>W.A.</sup> Khan (N.W.R.), Mr. Surendra-nath and Mr. Bhatnagar (E.I.R), Mr. J.N.Gupta and Mr. N.N.Chatterjee (E.B.R), Mr. K.K. Gupta (A.B.R.), Mr. Sridhar Naik (N.S.R.) and Mr. Subha Rao (B.B. & C.I.).

Mr. V.V.Giri, the General Secretary of the A. I. R. F., had, as usual, furnished the Railway Board, a few days before the meeting, <sup>with</sup> memoranda on the ~~two~~ above two subjects. The meeting, however, ended in failure as the Railway Board refused to stop ~~the~~ staff retrenchment pending its discussion of the Federation's proposals with the Government of India and the Agents of the various railways. Much resentment was felt by the representatives of the Federation at the refusal of the Government to grant a Conciliation Board to settle the points in dispute between the Federation and the Railway Board.

As regards the re-instatement of the G.I.P. Railway strikers, the

Railway Board expressed its inability to do anything in the matter at present owing to the necessity for retrenchment and in view of the instructions issued by the Railway Board that persons discharged as a result of the present retrenchment should be given preference in filling up future vacancies.

A Special Convention of the All-India Railway-men's Federation met at Simla on 27-6-31 to discuss the Railway Board's attitude and adopted a resolution to organise by way of protest an All-India Railway Strike. This extreme measure, according to the resolution, was resorted to for the following reasons:-

(1) The refusal of the Railway Board to consider the views of the Federation in regard to the retrenchment question before proceeding to staff retrenchment.

(2) The refusal of the Railway Board to join the Federation in an application for a Board of Conciliation to settle this question.

(3) The refusal of the Government of India to grant the request of the Federation when it ~~simply~~<sup>singly</sup> applied for such a Board, and

(4) The refusal of the Railway Board to suspend further retrenchment pending the consideration of certain proposals to meet the present emergency, put forward by the Federation at its meeting with the Railway Board on 25 & 26-6-31.

The Resolution then proceeds to detail the steps already taken for retrenchment and the views of the Federation on the whole question of retrenchment as follows:-

"And whereas so far 35,178 men have been discharged and 2989 demoted;

"And whereas 30,000 more workers are doomed to be retrenched in the immediate future;

"And whereas the Federation have received reliable complaints about favouritism, nepotism, victimisation absence of any one principle etc. in actually carrying out the retrenchment;

"And whereas this colossal retrenchment will aggravate the unemployment in the country resulting in social distress and unrest;

"And whereas the retrenchment so far effected is almost exclusively confined to the workers and other subordinates employed, in as much as only 13 officers out of nearly 4800 in all Railways have been sent out;

"And whereas the financial policy the Government in raising the ratio to 1s.6d. in 1927 and thereby creating and accentuating the financial stringency itself largely responsible for the reduction of the Railway traffic, and cannot be made an excuse for the wholesale reduction of the workers.

"And whereas the automatic retirements due to deaths, discharges, superannuation etc. numbering at least 30,000 workers every year render retrenchment unnecessary;

"And whereas the delegation of the Federation was and is still prepared to accept a temporary reduction in the salaries and other emoluments of the staff on a graduated scale, confined to those getting more than Rs.100 per mensem,

"And whereas the said delegation was and is still prepared in the alternative to the above to the diversion of half of the railwaymen's Provident Fund contribution amounting to 50 millions of rupees to stop retrenchment and secure the reinstatement of those already retrenched or reduced or demoted."

*It* has been decided by the Special Convention to take a ballot of the members of the affiliated unions on the question of the general strike before 1-8-31. The Convention has, further, appointed a 'Committee of Action' to carry on propaganda in favour of a general strike and to supervise the balloting. If the balloting is in favour of the decision of the Convention, this Committee is empowered to organise the General Strike.

Subsequent to the meeting of the Special Convention of the Federation, the Railway Board ~~has~~ issued a press communique in which *it has* they have justified the present staff retrenchment on the ground of the decline in the earnings of the State Railways during 1930 and the



current year. The threat of a general strike by the Federation has, however, led the Railway Board to <sup>decide to reconsider</sup> ~~review~~ the position and to consult the Agents of State Railways on the various issues arising out of the discussions with the representatives of the Federation. Urgent invitations have been issued to the Agents of the State Railways to meet the Railway Board and the meeting is expected to take place in the <sup>first</sup> week of July.

(The Hindu, 1 & 2-7-31).

The First Mysore Labour Conference,  
Bangalore.

The First Mysore Labour Conference was held at Bangalore on 2-6-31, under the presidentship of Mr. V.V.Giri, Bar-at-Law, the General Secretary of the All-India Railwaymen's Federation. The Conference was attended by more than 20,000 labourers of Mysore. Pandit Jawaharlal Nehru, who opened the proceedings of the Conference, as well as Mr. Giri made fervent appeals to the labourers to organise themselves under Trade Unions ~~so as~~ to safeguard their interests. The following are a few of the more important resolutions passed by the Conference:-

That this Labour Conference deeply deploras the appalling tragedy at the Kolar Gold Fields last week and, while expressing its sense of profound grief at the terrible loss of life and conveying its heartfelt condolences to the bereaved members of the family, <sup>is convinced</sup> calls upon the Government to institute an immediate, open and thorough enquiry into the matter so that the public may know what steps are taken in the mines to ensure safety and progress of the workers therein.

That this Conference recommends that the Government of Mysore should introduce Trade Union legislation with a view to safeguard and advance the rights and privileges of the labourers.

That this Mysore Labour Conference deplores the attitude of the employers in the State towards Trade Union activities and therefore urges upon the Government and employers to immediately reorganise unions and collaborate with them in ensuring industrial peace.

This Conference congratulates Mahatma Gandhi and Jawaharlal Nehru for securing the adoption by the Congress of the resolution on the fundamental rights relating to the workers and requests the Mysore Government to incorporate <sup>a declaration about it</sup> the fundamental rights of the workers in the constitution of the Government of the State, on the lines followed by the Indian National Congress.

This Conference emphatically protests against the retrenchment policy adopted against the workers on the railways, without consideration of the hardships inflicted thereby and without resorting to other avenues to retrench expenditure, ~~without throwing the men out of employment~~ and the Conference therefore demands that all discharge notices issued or contemplated be cancelled forthwith and a Conciliation Board be appointed immediately for the purpose of devising ways and means of meeting the requirements of the establishment and at the same time avoiding compulsory discharge of employees.

(The Hindu, 3 & 4-6-31).

All-India Trade Union Congress;  
Executive Council Meeting, Calcutta.

A meeting of the Executive Council of the All-India Trade Union Congress was held on 7-6-31 in Calcutta under the presidency of Mr. Subhas Chandra Bose, the President of the All-India Trade Union Congress. The meeting, besides deciding to hold an open session of the Congress in Calcutta on 3-7-31, discussed fully the question of restoring unity within trade union ranks. Mr. Bose appealed that one more effort for unity should be made before the next session of the A.I.T.U.C., which was to be held in July. He recommended the Council

to find its way, if possible, to effect a compromise ~~on~~ <sup>the</sup> on three major issues around which differences of opinion chiefly centred, viz., foreign affiliation, representation at Geneva and the question whether the decisions of the Trade Union Congress is to be binding on individual trade unions. Ultimately the following resolution was adopted by the Council:-

That this meeting expresses its emphatic opinion that unity in the Trade Union movement is essential in the interests of the Indian working class, and as the T.U.C. session is fast approaching and as it is imperative that the much desired unity should be achieved before the T.U.C. meets in Calcutta, this meeting authorises the Chairman of the Executive Council to declare, in unequivocal terms, that the A.I.T.U.C. stands for international solidarity of the working class, and for co-operation with all class organisations of workers in every country which are fighting against capitalist exploitation backed by imperialism. It also holds that the A.I.T.U.C. stands against all international organisations which are working as agents of capitalism and imperialism. This meeting further authorises the chairman to invite all Unions in India to join the A.I.T.U.C.

(The Hindustan Times, 10-6-31).

Invitations had been issued by Mr. Bose to many of the Unions ~~of the~~ <sup>the labour leaders of the Com. C.</sup> affiliated to the Federation to meet the Executive Council to explore means of effecting unity in the labour ranks. Almost all the Unions declined the invitation and the members of the Trade Union Unity Committee appointed by the Trade Union Unity Conference of May 1931 (vide pages 55-56 of the May 1931 report) are reported to have addressed letters to Mr. Bose requesting him to drop his plan of a new Conference and to fall in line with the work started in Bombay early in May this year.

According to a statement issued to the press by the Secretary of the Trade Union Unity Committee, the Committee had an informal discussion in Bombay with Pandit Jawaharlal Nehru on 11-6-31 on the question of bringing about a union of the two wings of the Indian Labour and

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32

decided to request Pandit Jawaharlal and Mr. S. C. Bose to serve as members of the Committee. Pandit Jawaharlal is reported to have accepted the invitation. The Committee has further requested the Trade Union Congress to postpone its session till October so that efforts for unity may have a greater chance of success and the Congress Session may be utilised to re-establish ~~the~~ <sup>in</sup> unity of the Trade Union movement ~~of~~ the country. (The Hindu, 25-6-31).

35

Intellectual Workers.

Salaried Employees' Conference, Bombay.

The salaried employees of Bombay met in conference in Bombay on 13-6-31 under the presidentship of Mr. S. A. Brelvi, M.A., LL.B., Editor, Bombay Chronicle. Unemployment was in the forefront of subjects discussed by the Conference and Mr. Brelvi, in the course of his presidential address, referred in great detail to the efforts made by the International Labour Office to combat unemployment and to the analysis of the causes of unemployment contained in the Director's Report to the 15th Labour Conference. Speaking about the problem of unemployment in India, the speaker said that the Government of India was not only indifferent to the welfare of the unemployed but was, by <sup>its</sup> ~~their~~ "un-scientific and unfair system of retrenchment, especially on the Railways", adding to the number of unemployed in the country, which, according to Mr. Jamnadas Mehta's estimation numbers 40 millions. He deplored that the Government of India have so far ignored the recommendation of the International Labour Conference of 1919 regarding the introduction of unemployment insurance.

The Conference passed resolutions (1) demanding separate representation for salaried employees in the legislatures <sup>for representation</sup> (2) <sup>and</sup> appointing ~~a~~ <sup>a</sup> committee to investigate the unemployment problem, (3) opining that salaried employees were inadequately paid and demanding that the minimum salary for intellectual workers should not be less than Rs.100 per month, with a month's privilege leave, three weeks' sick leave with full pay and further leave on half pay till recovery (4) demanding provision of provident and pension funds and (5) urging that maximum hours of work should be fixed at 6 hours per day and 33 hours per week.

(The Hindu, 15 & 16-6-31).

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The statement that the number of unemployed in India today amounts to 40 millions, <sup>made by</sup> which Mr. Brelvi ~~has made~~ on the strength of the calculations made by Mr. Jammadas Mehta, M.L.A., and a labour leader of note, is seriously challenged by the Times of India in the course of a leading article on "Unemployment" published in its issue of 17-6-31. On the number of unemployed in India the article says:-

"We observe that Mr. Brelvi has adopted Mr. Jammadas Mehta's figure of 40 millions of unemployed in India. This appears to us a preposterous estimate and if we put the figure at one per cent of ~~four~~ 40 millions, we believe we are likely to be as near the truth as Mr. Mehta is."

Commenting on Mr. Brelvi's criticism of the Government for not having organised a scheme of unemployment insurance for India, the article observes:-

Mr. Brelvi denounces Government for not having instituted a scheme of unemployment insurance; but, if we take his figures, we see how impossible it would be for Government to institute such a scheme now and how, if a scheme had been instituted, it must inevitably have broken down at the time of greatest need. Assuming that relief was given to the extent of only Rs. 5 a month, we should then get a figure of Rs. 200 million a month for unemployment relief alone, quite apart from the cost of distribution and administration. Perhaps Mr. Brelvi and Mr. Mehta will tell us how this sum could be raised in India today. Even if we took relief at Rs. 2 million a month, the sum would be formidable. Mr. Brelvi quotes the Treaty of Versailles in support of his contention that the Government of India should have instituted a scheme of unemployment insurance, but he forgets that unemployment insurance applies only to industrial workers and not to the clerical classes that he represents.

In so far as there is an unemployment problem it is that of the middle classes, and this has been the finding of various Provincial Committees who have studied the unemployment question. It is true that these Committees reported before the present economic depression and their conclusions might therefore require some modification today. But in principle they remain the same. The Punjab Committee said that there was "no unemployment worthy of mention among the uneducated classes", and the Bengal Committee observed:- "The labourer, if we may use the term, has not yet been divorced completely from the land, and he frequently possesses or has an interest in a small plot of land in his native place on the cultivation of which he can fall back in times of depression. Added to this, is the fact that industrial labour is still comparatively scarce in Bengal and in fact has to be imported from other provinces. The effect, therefore, of trade depressions on the industrial labourer in Bengal is so very small." In Bombay, also,

labour is largely agricultural in its composition and while we are aware that the economic pressure on the land in the Konkan and Ratnagiri is responsible, to a considerable extent, for the drift of labour into Bombay and that severe depression in industry is bound to react on the mufussil, yet the effects are not so grave as in a purely industrial country. An indication of the ability of labour to stand up to periods of unemployment is shown by the strike of 1928, when 150,000 mill operatives remained out for six months with practically no outside assistance.

A time of trade depression is obviously not one in which to institute an unemployment insurance fund because the fund would be bankrupt from the start and could only be supported, as it has been in England, by large drains upon the public exchequer; and, with practically every local Government showing a deficit, it is difficult to see where the money is coming from. The Government of India with its demand for a 10 per cent. cut in expenditure, the Government of Bombay with a demand for a 6 per cent. cut, the Railways forced, irrespective of efficiency, to cut their budgets by 10 per cent., are all adding to the number of unemployed; and we frankly confess that we can see no solution of the problem, save a revival of trade, a good monsoon and political peace. (The Times of India, 17-6-31).

338

Economic Conditions.

Scheme for an Economic Advisory Organisation in India:

Sir Arthur Salter's Report.\*

The Government of India released for publication on 10-6-31, the Report by Sir Arthur Salter, Director of the Economic and Financial Section of the League Secretariat, to the Government of India, proposing a scheme for an Economic Advisory Organisation in India. Sir Arthur Salter's advice was sought by the Government of India in November 1930 for the creation of some organisation "for the study of economic questions, including both the continuous interpretation of current developments and the consideration of plans designed to achieve particular purposes". The necessity for a national economic policy and of national economic Councils had been stressed in the past notably by Messrs. Nalini Ranjan Sarkar of the Bengal Chamber of Commerce, and Faizulla Gangjee and D.P. Khaitan of the Indian Chamber of Commerce in Calcutta. But the immediate stimulus to the action taken by the Government of India was a suggestion made by Mr. R.E. Shanmukham Chetty, M.L.A. (one of the advisors to the Indian employers' Delegate to the 12th session of the Labour Conference) in the Legislative Assembly during the budget debates early in 1930. It was in pursuance of this suggestion that the Government of India requested the Secretary

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\* A scheme for an Economic Advisory Organisation in India - Report by Sir Arthur Salter, Director of the Economic and Financial Section of the Secretariat of the League of Nations, to the Government of India; with three appendices. - Calcutta Government of India Central Publication Branch 1931. Pages 92 - Price As.6 or 8d.



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29

- General of the League of Nations for the expert advice of Sir Arthur Salter.

The Report opens with a brief review of the post-war economic advisory Organisations established in other countries and is followed by a review of <sup>the</sup> special conditions and needs of India. In discussing the special conditions prevailing in India, the Report brings out the following points regarding India's economic position.

(1) India is at once one of the greatest of agricultural countries and also, by international recognition as expressed through the League of Nations, one of the eight principal industrial countries of the world. But her industries are at present small in comparison with her agriculture, and small also in relation to the future ~~extent~~ extension of which they are destined to achieve. The development which India contemplates may be presumed to be in the direction of an improvement in the technique of economical agricultural production combined with the simultaneous enlargement of industrial and commercial activity. In this development, the active assistance and guidance of Government and official machinery will be utilised. In spite of her industrial achievements and ambitions, India is predominantly an agricultural country and her people would be adversely affected by any policy which <sup>is</sup> ~~was~~ injurious ~~and~~ and unjust to agricultural interests.

(2) In respect of size, population, divisions into Provinces and special areas and between British India and the States, India is a continent rather than a country. At the same time it has an economic unity, the destruction of which would involve both great loss and serious friction. It would be disastrous if differences in social legislation, in the incidence of taxation, or in policy as regards

assistance to special industries, were so great as to <sup>result</sup> ~~result~~ in the transfer of industries from Province to Province or between the States and the Provinces, for reasons which have no relation to natural economic advantages.

(3) The need for co-ordination of policy in India is greater than in countries with a centralised Government, and the difficulties of securing it are also greater. Instead of co-ordination between different departments of a single administration, India needs co-ordination (a) between the departments of the Central Government, (b) between those of each Provincial Government, (c) between the Centre and the Provinces, (d) between the Provinces themselves and (e) between British India and the States. It is a quintuple not a single problem.

(4) The actual machinery and methods employed by the Government to secure the advice and assistance of un-official experience is both elaborate and comprehensive. In the first place, amongst standing official or semi-official bodies, there are such institutions as the Tariff Board, the Indian Cotton Committee and the Imperial Council of Agricultural Research. In the second place, local Chambers of Commerce are consulted on proposed legislative matters. In the case of "central" measures, the Central Government consults the Provincial Governments, who in turn ask the opinions of the local Chambers; in the case of Provincial measures, the Provincial Government consults the local Chambers direct; and in both cases other institutions, as well as representative individual persons, are also asked to express an opinion. In the third place, in some instances Advisory Boards are appointed to each of the Departments of a Provincial Government, sometimes more than one to a single Department. In addition, the Legislature

K.4.

themselves, unlike most national Parliaments, at present contain persons directly nominated as representing special economic interests and institutions. Lastly, it is customary to appoint Royal Commissions, and Committees whose methods of work are often almost as thorough and elaborate, to make reports upon problems of considerable public importance.

(5) The present character of the available Statistical Information and Commercial Intelligence has come in for scathing criticism from business-men, officials, and economic students. It was stated in particular that the "internal trade" statistics, suppressed on the recommendation of Lord Inchcape's Commission are very much needed; that indices of wholesale and retail prices, and of wage levels, are at present almost entirely lacking except in a few areas; that the information published is often in too crude a form, unanalysed and unaccompanied by explanation; that the classification adopted, e.g., for imports statistics, is not sufficiently specific and detailed; that it is often very much out of date; that the methods of sale and distribution often make it difficult to secure published information without long delay; that in all these respects India compares unfavourably with many other countries; and that great as are the difficulties in view of the special conditions of India (as described, for example, in the dissenting note attached to the Indian Economic Enquiry Committee) considerable improvement could be effected without disproportionate expense.

The following is a brief outline of the scheme for an Economic Advisory Organisation for India as sketched by Sir Arthur Salter.

The Report has suggested the formation of (a) a Central Economic

Advisory Council and (b) an Economic Advisory Council in each province. Some of the Indian States also might create similar Councils, but this is to be in existing circumstances a concomitant rather than an integral part of the ~~Original~~ ~~Scheme~~ . Two important points which have to be noted regarding the Councils are (1) that these Councils are to be predominantly <sup>unofficial</sup> in character, and (2) that they are to be designed to secure representative advice rather than expert advice.

(A) Central Council.

Membership - The members <sup>are</sup> ~~is~~ to consist of persons representing the following types of economic experience, interest or research:- (a) Agriculture, Banking and Finance (from each main category of banks), Commerce, Consumers, Co-operative organisation, Economists, Industry, Labour Organisation, Members of the Legislature, Officials, Railways and Communications.

(b) Representatives of the Provincial Councils and Representatives of the Indian States.

(c) Representatives (one each) from such national bodies as :-  
The Indian Cotton Committee , The Tariff Board, The Imperial Council of Agricultural Research , The Jute Committee, The Reserve Bank <sup>Repealed</sup> (when created).

Method of nomination and Status of Members. - Regarding the method of nomination and the status of members, the following considerations have to be kept in view:-

(1) A suitable balance in the membership as to locality (each Province and the States) and also as to qualification (e.g. experience of Industry, Agriculture etc.) should be secured. Nomination by representative organisations should be combined with adequate security

both as to the quality and the balance of expert qualifications.

(2) Membership should be made as far as possible representative of national economic institutions and the formation of such institutions should be encouraged .

(3) Direct nomination by the Government is to be resorted to only in cases where no suitable economic institution exists to serve as the nominating authority for persons with some of the qualifications mentioned above. Even when suitable nominating authorities exist, the Government should take certain precautions to assure that the balance between the different qualifications and types of special experience is obtained (a) by a full and careful explanation of the general scheme to the nominating authorities and (b) by unofficial contact with them. No risks must be taken of the balance being seriously disturbed as between different classes of interests.

(4) India being primarily an agricultural country, ~~the~~ agricultural ~~country, the~~ representation in the Council should be such, alike in size, ability and influence, as to assure that agricultural interests will take their proper place among the elements from which policy is evolved. In the absence of organised and articulate institutions representing different classes of agricultural interests, the Government should, till the development of such institutions which should be encouraged, select, on such advice as it may deem best, ~~to nominate~~ representatives to represent agriculture. The same thing should be done as regards the interests of consumers.

(5) Perhaps one representative from each Provincial Council would suffice, but it should be competent to the Council to change its representative at any time as convenience required . The method of

appointment of representatives of Indian States must obviously depend ultimately upon the position of the States under the new constitution. In circumstances like the present, some of the larger States might be asked to appoint representatives and some others might be appointed after consultation with the Chamber of Princes.

(6) National institutions such as the Indian Cotton Committee, the Tariff Board, the Imperial Council of Agricultural Research, the future Jute Committee~~s~~ and the Reserve Bank might appoint one member each directly subject to some unofficial communication with them in order to avoid undue overlapping of functions.

(7) The total membership of the Central Council, as composed on the above principles, may be made to consist of 50 members.

Tenure of appointment - The appointment of members should be for not~~less~~ less than three years, and five years might be preferable. This should not apply, however, to the representatives of the Provincial Councils and the States.

Time and Place of Meeting and Method of Working. - The Council should meet not more than ~~f~~ twice and more probably only once a year. The appropriate place for the head-quarters of the Organisation would appear to be Delhi; but it might be found convenient that the Council should itself sometimes meet in one or other of the great industrial or commercial centres of the country. The best normal method of work would be very largely through small ad hoc committees. With this method of working the Central Council might well, especially during its earlier years, devote its discussions to two main tasks. The first is that of drawing up a programme for the examination of specific problems.

laying down the main lines of study and investigation, appointing the sub-committees and the investigations, etc. The second, which should start modestly and develop gradually with later years, is that of reviewing the progress of the past year and recommending policy in general outline for the ensuing year. This second discussion would be greatly facilitated if the Secretariat, under the control of the Chairman of the Supervisory Committee proposed below, prepared beforehand a short general review of the chief developments and measures of the past year, with a summary of Indian economic conditions at the moment. Such a publication, much shorter and simpler than any existing publication (though usefully supplemented by an annotated list of more detailed studies and reports), would be of real value in India, particularly if it can be translated into several of the principal Indian languages.

It would be necessary for the Chairman, with the aid of the Secretariat, to follow the working of the sub-committees, etc., throughout the year. In this task he might be aided by a small Supervisory Committee, elected by the Council, <sup>which</sup> ~~who~~ would meet several times in the year, under the presidency of the Chairman of the Council, ~~to~~ to receive reports of progress. It would be useful to include among the tasks of such a Supervisory Committee that of drawing up an Agenda for the forthcoming meeting of the Council based upon requests from the Government for the consideration of defined proposals, upon similar suggestions from Members and upon the reports of the specialised committees.

The Chairman. - It is advisable that the appointment of the

Chairman should be a paid whole time one; and it would be well to assure ~~also that~~ the appointment as Vice-Chairman of some one qualified to act as Chairman and able to devote a considerable part of his time to the work of the Council.

The Secretariat. - The Secretary should devote his whole time to the work of the Council, and should have a small but highly competent staff. The Secretary, and the Officers under him, should be an integral part of the Government Service.

(B) Provincial Councils.

There would presumably be one Council for each Province; it should be composed generally on the same principles as the Central Council but should be different in the following respects.

While the qualifications of the members should be generally the same - (Agriculture, Banking and Finance, Commerce, Consumers, Co-operative Organisation, Economists, Industry, Labour Organisation, Members of the Legislature, Officials, Railways and Communications ),

- (a) in some instances some of these qualifications may not be needed, e.g., there may be no Co-operative organisations in the Province,
- (b) the balance would naturally vary with the economic structure of the Province, (jute being, e.g., of special importance to Bengal, cotton to Bombay, etc., and in some cases Agriculture being overwhelmingly more important than Industry),
- (c) there would of course be no representatives of other Provinces, or of the States or of all India Committees. The Provincial Councils would therefore be much smaller, averaging perhaps 20 as compared with 50,
- (d) the Provincial Councils would meet more frequently, in some instances perhaps once a quarter, in others once a month. Nearly all their members would usually be resident in, or reasonably near, the capital of the Province, so that little expense or loss of time in travelling would be involved.



In general it is desirable that, apart from such differences, the Councils should be constituted on the same principles, and work by the same methods, as the Central Council, especially as regards their predominantly unofficial character, the appointment of a Chairman and Secretary, the use of specialised committees and individual investigators. The subjects of enquiries chosen by Provincial Councils will doubtless include both those which are exclusively Provincial in character (and require action within the competence of the Provincial Government for their solution), and also those which involve in part all-India factors or Central action, but in which the particular Province is specially interested. In some case as suggested above, the Provincial Council might initiate an investigation on a subject which is of special interest to itself, although it ultimately involves, in some aspects, an All-India Policy. In others several Provincial Councils might arrange for joint investigation of a subject of common interest to them.

Machinery of Government. - The whole of the organisation proposed above is advisory and predominantly unofficial. It - or any alternative to it - will be wholly ineffective unless the machine of Government is such as to utilise it, and to secure, rapidly and with due Co-ordination, practical effect to whatever may be valuable in its recommendations. Successful results cannot be achieved unless the Governments, both at the Centre and in the Provinces, not only take immediate and serious account of the recommendations, but also have at their disposal an official machinery which will enable them to take the required action quickly. It is a frequent complaint of those who

HK.11.

have been invited to give their advice to the Government, whether through Royal Commissions or otherwise, that their advice is not given serious consideration and practical effect because the Ministers or officials concerned are too much engrossed with immediate daily duties to give adequate attention to anything like a new general scheme of policy. It is also clear that the problem of co-ordinating governmental policy between the Departments of the Central and the Provincial Governments, and between the Centre and the Provinces, between the Provinces themselves, and with the States, will be a grave and difficult one, which can only be solved by ~~the~~ governmental machinery and procedure. These must be additional to, though they may be helped by, the advisory organisation here proposed.

Relation to International Organisations. - The Organisation

proposed above is designed to secure ~~the~~ full consideration of India's policy from the point of view of her national interests. But India being an integral part of the world economic system, she will need information, advice and experience from wherever it can best be obtained. It would seem very desirable, therefore, that there should be an appropriate link between the League of Nations and the new advisory Councils. This might in part be secured by a representative member, perhaps the Chairman, of the Central Council being appointed a member of the League's Economic Consultative Committee, which meets annually at Geneva. But it is even more important that steps should be ~~annually taken~~ taken to secure that reports from India's representatives, whether on the standing League's Economic Committee or any Economic Conferences, should be available to the Central Council. At the same time, it would be well that the Secretariat of that Council should establish close contact with the League's Secretariat and make arrangements for the full use of the League's economic publications by the Council and its Committees.

Foreign Cloth Re-export Scheme.

The Foreign Cloth Export Company started by the millowners at the suggestion of Mahatma Gandhi (vide page 65 of April 1931 report of this Office) was registered early in July 1931 under the Indian Companies Act with a capital of Rs. 2,500,000. The Board of Directors of the Company consists of Sir Ness Wadia, Mr. F.E.Dinshaw, Mr. S.D. Saklatvala, Mr. H.P. Mody, Mr. Laljō Naranji, Mr. Chimanlal Parekh, Mr. Kasturbhai Lalbhai, Mr. Ambalal Sarabhai, Mr. Trikamlal Girdharilal Mr. Devidas H. Shah, Mr. G. D. Birla, Mr. Shankarlal Balabhai, and Mr. Shankerlal Banker. The first meeting of the Board of Directors was held on 4-6-31 and the following statement regarding the aims and objects of the Company has been issued:-

The Foreign Piecegoods Export Company, Limited, has now been registered and will shortly commence operations. Its primary object is to help foreign piecegoods dealers to dispose of their stocks outside India and to enable them to change over to business in Indian cloth. In the initial stages, the scope of the Company's operations must naturally be limited.

The Company's operations will be two-fold; firstly, to dispose of foreign cloth outside India at the owner's risk; secondly, to take over stock on stated terms. So far as the first operation is concerned the Company will explore suitable places outside India, and as soon as contact is established, the Company will be prepared to handle stock. So far as the second operation is concerned, the Company will confine its activities for the time being to Bombay, Calcutta, Karachi Madras and such other big centres as it may be found convenient to handle.

The Company will be prepared to receive applications on the following terms:-

(1) Goods shall be taken over only from such dealers as are willing to give, and can be relied on to observe, the undertaking that they will not hereafter, directly or indirectly, import or deal in foreign cloth or yarn. (2) The maximum price at which goods will be taken over in the case of wholesale dealers will be 90 per cent. of the present market price or the cost as laid down at ports, whichever is less. (3) In special cases, stocks of retail dealers may be taken over, in which case the price paid will be 80 per cent. of the wholesale price at the port or the cost price, whichever is less.

Ordinarily, however, stocks in bales or cases as imported will only be dealt with. (4) The valuation of the goods shall be made by the Board of the Company or by anyone to whom they may delegate their authority. (5) Ninety per cent. of the purchase price shall be paid on the stocks being handed over, 10 per cent, being retained as deposit for one year by way of surety for the fulfilment of the terms agreed upon. This amount shall be returned to the party at the end of the year.

In the case of merchants who wish to dispose of their stocks abroad at their own cost and risk, the Company will ordinarily take over their goods and arrange to sell them abroad on the following terms:- The merchants will pay to the Company the actual expenses incurred by the Company ~~the~~ in disposing of the goods, such as freight, cartage, godown rents, etc., but the Company will not charge any commission or remuneration for getting the goods sold. The Company will deduct the amount of such charges from the sale proceeds and the net sale proceeds will be handed over when they are received.

(The Times of India, 15-6-31)

According to a message from its Bombay correspondent appearing in the Hindu of 11-6-31, the Directors of the Company, in consultation with Mahatma Gandhi, have drawn up their scheme of disposing off all foreign cloth stocks in India. First, the four ports, Bombay, Calcutta, Madras, and Karachi will be purged of their stock of foreign cloth. Selling centres have been divided into two divisions, the first being Afghanistan, Persia, Mecca, Medina, Turkey, East Africa and South Africa and the other section being Singapore, Indo-China, Sumatra, Java and other Pacific countries. It is stated there are a number of patriotic foreign cloth merchants, who have intimated the Company their willingness to bear themselves the whole loss in the transaction without burdening the Company.

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51

Retrenchment in Civil Service;

Salary Cuts Contemplated.

References have been made in the previous reports of this Office to the great financial strain imposed on the Government of India and the Provincial Governments by the world-wide trade depression. India has been particularly hard hit in this respect because of the phenomenal agricultural depression in this country. Agrarian distress has not only made the collection of land revenue difficult, but has also necessitated remissions of revenue on a large scale in many provinces. The Bombay Presidency and the United Provinces have been the worst sufferers in this respect. Added to this, there has been decline in revenue from other sources as well. The shrinkage in revenues has forced the Central and Provincial governments to make drastic retrenchments in expenditure. The governments contemplate retrenchment in expenditure by substantial cuts in the salaries of civil servants, as well as by effecting material reduction in personnel. In a few cases, fresh taxation also is being contemplated. Retrenchment Committees have been appointed both by the Central as well as the Provincial Governments to formulate suggestions for effecting schemes of retrenchments in the government departments and to suggest other measures for increasing the revenues. In order to facilitate the work of the Retrenchment Advisory Committee appointed by the Government of India, the Advisory Committee has been divided into various Sub-committees, one for each of the following central subjects:- (1) Army, (2) Railways (3) Posts and Telegraphs, (4) General Purposes (5) Indian Stores Department, Stationary and Printing, and

(6) Public Works, Accounts and Audit, The several Retrenchment Committees, both central and Provincial, are expected to submit their reports in the course of a month or two.

(The Hindustan Times, 18-6-31)

Mr. S.C. Joshi, (Indian Workmens' Delegate to the 14th I. L. Conference), ~~the~~ General Secretary of the All-India Salaried Employees' Federation, has addressed a communication to the Chairman of the Retrenchment Advisory Committee requesting that an opportunity should be afforded to the Federation and other recognised Unions of employees of the several Government departments to place their views on the retrenchment problem and their suggestions as to the methods to be employed for effecting economies in expenditure (The Hindu, 1-6-31). The Retrenchment Committee has according to the General Letter dated 30-6-31 (Vol. XI No. 3) issued by the Bombay Presidency Postal and R.M.S. Association, decided to receive representation from associations of Government Servants regarding the retrenchment problem.

Sterling Loan of May 1931.

At pages 68-69 of our last month's report, a reference was made to the New Sterling Loan for India for £ 10 millions which was floated in London by the Secretary of State, and of which only 32 per cent were subscribed by the public, the under-writers having had to make good the rest. The criticism that the failure of the loan was pre-arranged in order to bolster up the case for Great Britain continuing to exercise financial control over India even after the ~~return~~ coming into force of the contemplated reforms, has been gaining in intensity among the Indian-owned newspapers. Mr. Ramsay MacDonald's announcement on the 26th June 1931, is being here considered as another step in the same direction. Mr. MacDonald said "It will not be possible to introduce the proposed constitutional changes if financial stability is not assured, and His Majesty's Government are determined not to allow a state of affairs to arise, which might jeopardise the financial stability and good government of India, for which the Secretary of State is at present responsible. They have, therefore, decided that, should the need arise, they will apply to Parliament for the authority necessary to enable them to give financial support under suitable conditions to the Government of India for the purpose of maintaining the credit of the country pending the settlement of the constitutional problem and the formulation of provisions which will ensure the maintenance of India's credit in the future." But this statement has failed to carry conviction here as he has not explained why it has been necessary to offer this "generous" guarantee. Nevertheless, the terms "pending the constitutional settlement" and "the formulation of provision" occurring in the statement have been rather hopefully interpreted by a nationalist paper like the Hindu,

50

as indicating that they do not imply the continuance of British control over Indian finance, after the constitutional settlement has once for all been effected. It is certainly true that Indian finances are now rather uncertain on account of the acute economic depression. Besides, India has to meet £ 15 millions of maturing bonds in January 1932, and if the starting of the Central Reserve Bank is rapidly proceeded with, the Government will have to strengthen their gold reserves by some thirty millions at least in consequence of the drawings this year. These might have been the considerations which induced Mr. MacDonald to make a statement.

Hoover's Moratorium: Extension to India.

The extension to India by the British Government of the Hoover plan for an year's moratorium to the war-debtor countries stands on a different footing. According to a communiqué published by the Financial Department of the Government of India, "the effect of the proposal in regard to India is that, provided President Hoover's proposal is adopted, the Government of India may suspend both capital and interest payments in respect of the outstanding War Loan liability for one year beginning on July 1, 1931. On the other hand, the Government of India will forego receipts from reparations during the same period. The total amount of the outstanding War Loan liability on March ~~1931~~ 31, 1931 was £16,721,000. The total War Loan liability till 1929-30 was being discharged by making such annual payments of capital as would lead to the extinction of the liability by about 1946-47. In 1929-30 and 1930-31, however, no capital repayment was made to His Majesty's Government and similarly the budget for 1931-32 does not include any amount for capital repayment of the War Loan liability. The amount of interest payable by the Government of India



to His Majesty's Government on the outstanding amount of the War Loan liability is £836,000 per annum which is payable in two half-yearly instalments. As the moratorium year runs from July 1, 1931 to June 30, 1932, the relief to the Indian budget on this account during the current year will be £418,000. The remaining half of the benefit will fall within the next year's budget total. The amount of reparation receipts due to the Government of India under the Young Plan during 1931-32 and 1932-33 is approximately £228,300 per annum, which is payable monthly. Under the proposals of His Majesty's Government, the Government of India will forego these receipts for nine months in the current year (July 1 to March 31), amounting to about £172,000 and for three months (April 1 to June 30) in the next year, amounting to about £57,000. The net relief to the budget of the Government of India will thus be £246,000 in the current year and £361,000 in the next year."

(The Pioneer, 28-6-31.)

50

Social Conditions.

The Bengal Opium Smoking Bill, 1931.

The Calcutta Gazette of 25-6-31 (No. 26 of 1931) publishes at pages 50-54 of Part IV of the Gazette, the text of the Bengal Opium Smoking Bill, 1931, <sup>which is</sup> to be introduced <sup>shortly</sup> in the Bengal Legislative Council with the object of suppressing the smoking of opium in that Presidency. The following is the Statement of Objects and Reasons of the Bill:-

The question of legislation for the purpose of suppressing opium-smoking in the Presidency of Bengal originated with the suggestions of the Royal Commission on Opium, 1895, but was postponed for various reasons till its revival in consequence of the recommendations of the International Opium Commission which met at Shanghai in 1909. The Great European War, however, prevented further progress in the matter. Subsequently, as a result of the first Opium Conference held at Geneva in 1925, the British Government agreed to bring about the gradual and effective suppression of the manufacture of, internal trade in, and use of prepared opium in those territories within its jurisdiction, in which the practice of opium-smoking exists.

The intention of the Local Government in introducing this Bill in its present form is to carry out the obligation of the Government of India under the terms of the First Geneva Opium Convention of 1925 to suppress the smoking of opium as speedily as possible, and with this end in view it has been proposed in this Bill to register persons who are already addicted to opium-smoking in Bengal, and to permit such persons only to indulge in the practice. Any persons other than such registered smokers indulging in the practice will render themselves liable to prosecution and punishment. It is hoped that the strict enforcement of the provisions of the Bill will have the ultimate effect of stamping out this vice with the present generation of addicts.

57 V

Indore Nukta (Funeral Feasts) Act, 1931.

One of the main reasons for the poverty of the Indian masses is the extravagant expenditure incurred by persons high and low on customary, but non-religious, practices such as extravagant marriage and funeral feasts. Invariably debts beyond possibility of repayment are incurred by the middle classes, peasants and workers for the celebration of these and many other functions which have no religious significance underlying them. Social legislation has ~~recently~~ recently been enacted in the Indore State to minimise the evils effects of such social customs. An Act, called the Indore Nukta Act, ~~has~~ <sup>recently</sup> been passed by the Indore State, which has for its object the checking of extravagant expenditure in connection with funeral feasts. The Shradha, or the Hindu death rites and anniversaries, which, when performed according to strict religious injunctions, enjoin, besides the performance of the religious rites, the feeding of only a limited number of Brahmins, have been excluded from the purview of the Act. The Act lays down that no person shall feed more than 101 persons in any funeral feast performed in his family, with the proviso that a larger number, never exceeding 400, may be fed after obtaining the permission of the District Judge. The District Judge is to accord such permission only if he is satisfied after due enquiries that the applicant will not suffer any undue financial strain by such expenditure. Not only are funeral feasts forbidden, but distribution of utensils and vessels as gifts during funeral ceremonies are also banned. The violation of the provisions of the Act is to be visited with fine which may extend to Rs. 500 or with simple imprisonment.

38

*The Act provides that*  
Further, ~~inducement, in the nature of~~ rewards, <sup>should be</sup> is given to people  
~~encourage them to~~ to give information to the authorities <sup>about</sup> of ~~commitment~~ of an offences  
under the Act. The Act is expected to improve the economic conditions  
of all classes of people, especially <sup>that of</sup> the working class, whose chronic  
indebtedness may partly be traced to the calls made on their slender  
purses by these social customs.

(The Times of India, 30-6-31).

37

Rural Reconstruction in India.

Great interest has recently been evinced in India on the subject of rural uplift and several ~~different~~ schemes have in recent years been placed before the public for rural reconstruction in India. Of these, three schemes deserve special notice. The first scheme is sponsored by Mahatma Gandhi, the next is the outcome of a conference on Rural Uplift held under the auspices of the Deccan Agricultural Association in Poona on 20-6-31, while the third is outlined by Sir. M. Visweswarayya, an ex-Dewan of Mysore and an industrial expert, in a pamphlet which he has published on the subject.

According to Mahatma Gandhi's scheme, education of the masses is to be the first item in <sup>any</sup> ~~the~~ <sup>of rural reconstruction.</sup> programme. His suggestion is that Congress volunteers must distribute themselves all over the country at the rate of one for every ten square miles, if not for every ~~10~~ <sup>ten</sup> villages. Each volunteer is expected to go to every village in his firca by turns, and collect children and teach them takli-spinning, carding and the alphabets. Sanitation of the village is the next item that the volunteer is expected to tackle. Thirdly, he can distribute medicine to the sick. Fourthly, he should try to help the "untouchables" by creating facilities for the supply of drinking water to them and relieving their distress. The volunteer should take a census of the villages in his beat, reporting to ~~his~~ higher authorities the conditions prevailing <sup>in these.</sup> ~~there~~. The area of <sup>each</sup> ~~the~~ village, its population, its crops and its revenue, also should be noted down by him. The volunteer should train a band of workers in every village who can carry on the work <sup>during</sup> <sup>tours</sup> ~~in his absence~~ in ~~another~~ villages. Gandhiji lays special emphasis on the production of khaddar. Every volunteer, he says, should see that each village is self-supporting as far as khadi is concerned.

(The Hindu, 21-6-31)

The Rural Uplift Conference which met in Poona under the president-ship of Pandit Madan Mohan Malavya on the 20-6-31 adopted resolutions:-

- (1) appointing a committee to frame a scheme for training organisers ~~for~~ the village uplift movement and also to make proposals for making the rural uplift movement ~~pay~~ its way;
  - (2) recommending a systematic and immediate inquiry by the Government and other public bodies into the economic condition of the average farmer in different tracts;
  - (3) opining that the present system of education is unsuited to the requirements of villagers and <sup>is</sup> exceedingly costly, that it should be made economical and more suited to their requirements, and that special efforts should be made to make compulsory education more popular and ~~to~~ extend the area of its operation;
  - (4) recommending the formation of village volunteer corps ~~for~~ for the purpose of village defence and the maintenance of peace and harmony in the village ;
  - (5) recommending a detailed survey of possible village industries and opining that such industries should be encouraged and
  - (6) calling upon all who sympathise with the agriculturists to encourage the manufacture and use of hand-spun and handwoven khaddar as it ~~most~~ materially helps the village people.
- Resolutions were also adopted in favour of insurance of ~~life~~ ~~and~~ live-stock preferably on co-operative lines, the starting of more co-operative credit and other societies, and the formation of sanitary organisations in villages.

(The Hindu, 24-6-31)

Sir M. Visweswarayya's scheme for rural uplift is adapted from a similar organisation found in actual operation in parts of Japan where, under Government encouragement, a large measure of success is reported to have been achieved. According to the scheme, the head-men of families in every village are to form an association which is to meet twice an

year in conference to discuss questions pertaining to the wants of  
 the village in respect of production and occupations, and to the funds  
 and measures required to promote both, With the assistance of the  
 Council, <sup>which is to be</sup> the executive body of the Association, a programme of work and  
 budget of expenditure for each year is to be drawn up. The Village  
 Council is to meet every month to give practical effect to the policies  
 and programmes of the half-yearly conferences. It should be part of  
 the work of the Council to take statistics of production~~x~~ and income  
 of each family in the village. The Village Association should carry on  
 propaganda to educate the people in rural economics and give instruc-  
 tions to adult members ~~of~~ the village <sup>on</sup> the methods <sup>to be adopted for</sup> of improving the  
 working capacity of the villager. For the success of the scheme,  
 the provincial governments ~~is~~ <sup>accord a large measure of</sup> are to give self-government to villagers  
~~in a liberal measure~~, and thereby create a spirit of self-help and  
 constructive effort among <sup>village</sup> the local population, leading to healthy  
 developments in every sphere of activity - economic, social, cultural,  
 recreational and the like.

(The Hindu, 30-6-31)

(Attention is drawn in this connection to the report of the proceedings  
 of an All-India, Burma and Ceylon Rural Uplift Conference given at pages  
 52-55 of the April 1930 Report of this Office)

62

Maritime Affairs.

Indian Seamen and the Round Table Conference.

~~The~~ Indian Seamen are much dissatisfied with the inadequate labour representation in the Round Table Conference and in a joint press communique, the Councils of the Indian Seamen's Union, the Bengal Mariners' Union and the Indian Quarter Masters' Union have urged the Government of India to nominate Mr. M. Daud, Barrister-at-Law, the leader of the Indian Seamen and a former Workers' delegate to the 13th session of the Labour Conference, to represent the Indian Seamen at the forthcoming Round Table Conference .

(The Hindu, 25-6-31)

Lascar Seamen: ~~SEAMAN~~ Right to Claim Discharge.

At page 412 of part I of the Gazette of India of 23-5-31 is published the following Resolution of the Commerce Department of the Government of India, regarding the inclusion of <sup>an</sup> additional clause in the Articles of Agreement of Indian Seamen stipulating the conditions under which ~~a~~ lascar seaman may claim his discharge:-

No. 11-M.II.(3)/31.- The Governor General in Council is pleased to direct, under section 28(1) of the Indian Merchant Shipping Act, 1923 (XXI of 1923) , that the following additional stipulation shall be added before the last additional stipulation in the form of Agreement for lascars prescribed in the Resolution by the Government of India in the late Department of Commerce and Industry, No.4817-4822-5, dated the 4th July 1912, and as subsequently amended, namely:-

"Additional stipulation which must be entered into and signed by the owner of the vessel or by the Master in his behalf:-

I hereby further agree that if a seaman shows to my satisfaction that he can obtain command of a vessel or an appointment as mate or engineer or to any other post of a higher grade than he actually holds, or that any other circumstance has arisen since his engagement which



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renders it essential to his interests that he should be permitted to take his discharge, he may claim his discharge, provided that without increased expense and to my satisfaction he furnishes a competent and reliable man in his place. In such case, the seaman shall be entitled to his wages up to the time of his leaving his employment."

52

Migration.

Indian Migration to Malaya & Ceylon\*

The following details regarding the migration of Indian workers to Malaya and Ceylon are taken from the Annual Report on the working of the Emigration Act, 1922, in the Madras Presidency for the year 1930, submitted to the <sup>Madras</sup> ~~Local~~ Government by the Commissioner of Labour, Madras.

Malay and Ceylon are the only countries to which emigration for unskilled work is lawful. Madras and Negapatam are the ports of embarkation for emigrants to Malaya. Tuticorin and Dhanushkodi are the ports of embarkation for emigrants proceeding to Ceylon. During the year, Tuticorin was not used for that purpose, but 28 indigent immigrants (23 males and 5 females) who were repatriated, returned by that route.

Volume of Emigration (a) to Malaya. - The total number of emigrants to Malaya during the year 1930 was 36,346 (12,304 from Madras and 24,042 from Negapatam) as compared with 75,611 during 1929. 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 5,933 (2,770 from Madras and 3,163 from Negapatam) as compared with 11,694 during 1929. Emigration to Malaya was normal till July 1930. From 1st August 1930 the Malayan authorities suspended kangani recruitment owing to the slump in the rubber and tin industries in the colony, as a result of which many estates in the colony had to close down, while others had to effect considerable reductions in their labour force. They also restricted assisted emigration to such of the non-recruited emigrants as had their families in the colony.

(b) to Ceylon. - The number of persons who emigrated to Ceylon also decreased. 45,101 emigrants and 46,321 non-emigrants proceeded to Ceylon during the year 1930 as compared with 58,362 emigrants and 46,733 non-emigrants in the year 1929. In explanation

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\* Annual Report on the working of the Indian Emigration Act, 1922 for the year 1930. Madras: Printed by the Superintendent, Government Press, and published by the Government of India Central Publication Branch, Calcutta. 1931. Price, 5 annas or 6d. pages 23.

of the decrease, the Protector of Emigrants, Mandapam, says:- "The decrease during the year in the flow of labour to Ceylon may be attributed to stoppage of recruitment for rubber estates in Ceylon during the year, especially in the latter part, on account of depression in rubber trade, and restricted recruitment for tea estates. The increased demand for labour in South India in railway and in other large works should have also contributed to the decrease". As usual the rush of labour was greatest during the summer months of May to July when cultivation in the recruiting area was at a stand still.

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System of Recruitment (a)/Malaya. - Emigrants were as usual either recruited or voluntary. During the year, 1,429 Kangani licences were registered at Negapatam as against 2,578 during the previous year and 847 licences were registered at the Madras Port as against 2,347 in the previous year. Of the licences so issued, 56 were cancelled at Negapatam on the recommendation of the Protector of Emigrants and 79 were cancelled by the Assistant Emigration Commissioner on his own initiative. 178 Kangani licences were cancelled at Madras as the estates stopped recruiting and 25 licences were cancelled for improper recruiting. All licences issued to Kanganies at Madras were suspended indefinitely from 1st August 1930 and none were in force at the end of the year. Of a total number of 24,042 emigrants who proceeded to Malaya through Negapatam, 14,972 were recruited by Kanganies and the remaining 9,070 were non-recruited labourers who applied for assisted passages under rule 30 of the Indian Emigration Rules. The proportion ~~and~~ of non-recruited labourers to the total number of emigrants who passed through the Port of Negapatam during the year was 37.7 per cent as against 39.2 in the previous year. The Protector at Negapatam rejected 132 intending emigrants while the Assistant Emigration Commissioner refused assistance to 14,497 would-be voluntary emigrants and rejected 6,290 recruited labourers. At Madras, the number rejected as unfit was 5,371, while 3,271 were released and 74 deserted.

(b) to Ceylon. - In the case of Ceylon, of a total number of 45,101 emigrants only 7,365 were assisted emigrants under rule 30. The Kangani method of recruitment still greatly predominates as far as emigration to Ceylon is concerned. 15,726 Kangani licences were issued during the year as against 19,072 in the previous year. 123 licences were cancelled during the year for irregularities of various kinds. The percentage of rejection of labourers at agencies was 21.4 as against 25.23 in the previous year.

Irregularities in Recruitment. - The prevailing types of irregularity in the method of recruitment by Kanganies were as follows:- (1) forgery of village munsif's signature; (2) recruiting young persons without the consent of their parents or relatives; (3) pretended relationship between recruits; (4) getting recruits from one village passed by the village munsif of another village; (5) passing off new recruits as non-emigrants; and (6) substituting different persons in the place of those who actually appeared before the village munsif and were passed by him.

The Protector of Emigrants, Negapatam, rejected 132 intending emigrants and the Protector at Mandapam rejected 393 for irregular and illegal recruitment. 7 persons in the case of Negapatam and 452 persons in the case of Mandapam who claimed to be non-emigrants, were found to be really emigrants.

Places of accommodation (a) Madras. - The Avadi and Melpakkam depots continue to be licensed places of accommodation during the year (Avadi for 2,029 and Melpakkam for 1,056). Melpakkam was however scarcely used. Both depots were kept in good condition.

(b) Negapatam. - The Negapatam depot continued to be the main place of accommodation and Papacoil was used only as an over-flow camp for the accommodation of voluntary emigrants in the heavy season and of recruited emigrants suspected to have arrived from infected areas. As the scheme for the acquisition of a large site in the suburbs of Negapatam and the construction of an up-to-date depot on modern lines has been held in abeyance for the present, some improvements in the existing depots were effected during the year such as the construction of additional drains, sanitary improvements to the latrines and the improvements of water-supply by the laying of new and larger pipes. There was some congestion in the depots during the year owing to a heavy rush of intending emigrants in the summer months and owing to the arrival of three to four thousand repatriates in the course of two or three days during the rainy season when owing to the flood and breaches in the railway lines, the repatriates could not for several days be booked to their villages. The accommodation was generally quite adequate and to relieve the congestion an extra shed was constructed at Papacoil and licensed about the middle of the year to accommodate 160 labourers.

(c) Dhanushkodi. - There were 19 agencies of the Ceylon Labour Commission where the recruits were selected and registered before despatch to the Mandapam Camp. These centres are not formally declared to be places of accommodation under rule 18. The arrangements at the Mandapam Camp for the reception, lodging and feeding of the labourers are excellent and the camp authorities exercise constant and efficient supervision over the arrangements.

Embarkation. - Except on five occasions the British India Steam Navigation Company, Limited, maintained their weekly sailings between South India and Malaya throughout the year with their steamships "Rohna", "Rajula", "Ellenga" and "Santhia". This was done in spite of the suspension of recruitment because of the very large number of repatriates who had to be brought back from the Colony and of the larger number of ordinary deck passengers proceeding to the Colony paying their own passages. Several special steamers were also engaged on several occasions for the conveyance of emigrants and passengers during the busy season. The total number of shipments for the year was 54 as against 51 of the last year. Embarkation and disembarkation arrangements continued the same as in the previous year. There is a daily South Indian Railway ferry service between Dhanushkodi and Talaimannar. The intending emigrants along with the passengers who undergo quarantine at the camp are taken daily by a special train from Mandapam Camp to Dhanushkodi where they embark on board the ferry steamer for Ceylon.

Classification & sex ratio: (a) Ceylon. - Emigrants continue to be drawn chiefly from the agricultural classes in the Tamil districts. The emigrants for Ceylon came mainly from the districts of Trichinopoly, Salem, Madura, Tanjore, South Arcot, Tinnevely, Ramnad, North Arcot, and from the Pudukottah State. More than a fourth of the emigrants came from the depressed classes. As usual, labourers for the Ceylon plantations emigrated in family groups as a rule, the exception being

the Nadars of Tinnevely and the people of Malabar who generally go unaccompanied by their wives and children. The labourers who emigrated to work in the salt pans and the Pesalai fisheries were unaccompanied by their families as they return to India after the season is over. The proportion of females to the total number of emigrants to Ceylon was 40 per cent as compared with 44 per cent in the previous year.

(b) Malaya. - The districts of Tanjore, Trichinopoly, South Arcot, North Arcot, Selam, Malabar, Madura, Chéngleput, Vizagapatam, Coimbatore, Ramnad, Chittor, Tinnevely and the Pudukottah State contributed the bulk of the labour for Malaya. In the case of Malaya, the percentage of females to the total number of emigrants sailing from Negapatam was 24.3 during 1930 as against 23.5 during 1929. Among recruited labourers also sailing from Negapatam, this percentage worked out at 29.4 as against 28.1 in 1929, while among non-recruited labourers it came to 15.9 as against 16.4 in 1929. Figures for Madras Port are not given separately for recruited and voluntary emigrants. The general percentage of females to the total number of emigrants for Malaya sailing from Madras was 39.4 in 1930 as against 29 in 1929. The rule about sex ratio was further suspended in the case of emigration to Malaya until 30th June 1931.

Wages & general conditions of labour (a) Malaya. - It is reported that the wages in the key districts in Malaya remained at the standard rates, viz., 50 cents for an adult male, 40 cents for adult female and 20 cents for a working minor, till 5th October 1930. After this period owing to the depression in the rubber industry some estates are said to have effected a reduction of approximately 20 per cent in the wages of the labourers retained by them and increased the working hours by one or two a day. The concessions usually enjoyed by the estate labourers, viz., free distribution of rice and kanji to the aged dependents and the children are said to have been gradually withdrawn and the free distribution of tea and milk-food to them stopped.

(b) Ceylon. - The minimum cash wages in Ceylon as prescribed by the Minimum Wage Ordinance vary according to the situation of the estate as detailed below:-

|             | Men. |    | Women. |    | Children. |    |
|-------------|------|----|--------|----|-----------|----|
|             | A.   | P. | A.     | P. | A.        | P. |
| Low country | 8    | 0  | 6      | 5  | 4         | 10 |
| Mid country | 8    | 4  | 6      | 7  | 5         | 0  |
| Up country  | 8    | 8  | 6      | 11 | 5         | 1  |

But owing to the depression in the rubber industry during the year, the Estate Superintendents are reported to have found it necessary either to cut down their labour force or to reduce the wages of the labourers and this resulted in the Ceylon Government approving of a special scheme for the repatriation, at the expense of the Immigration Fund, of Indian labourers desirous of going back to India owing to unemployment, threatened unemployment or any material deterioration in their remuneration.

Return emigrants. - The phrase, 'return emigrants' is used in the special technical sense which excludes all who have been five years

in the Colony concerned and their wives and children. The proportion of new emigrants to old emigrants returning is 100: 10.24 at Madras, and 100: 10.1 at Negapatam in the case of emigration to Malaya, and 100: 25.7 in the case of Ceylon.

Repatriation. - The number of emigrants repatriated from Fiji, British Guiana and Jamaica were 306, 36 and 59, respectively. 33,583 emigrants were repatriated or assisted to return to the Port of Negapatam from Malaya and 7,469 were repatriated from Ceylon during the year. Of the total number of 40,366 passengers (excluding repatriates) who landed at Negapatam from Malaya, about 25,000, according to the Protector's estimate were labourers returning from Malaya. The Protector of Emigrants, Mandapam, states that about 98,700 emigrants returned from Ceylon at their own expense.

Causes of repatriation. - The causes for repatriation from Malaya and Ceylon are given in the following statement:-

| Causes of repatriation.   | Number.                |                          |
|---|------------------------|--------------------------|
|   | Malaya<br>(Negapatam). | Ceylon<br>(Dhanushkodi). |
| 1. Home sick or sick and unable to work ...                                     | 5,089                  | 62                       |
| 2. Too old, maimed or otherwise disabled ...                                    | 583                    | 322                      |
| 3. Unsuitability of climate ...   | 65                     | 1,386                    |
| 4. Death of earning members of family ...                                       | 1,267                  | 225                      |
| 5. Death of other members of the family ...                                     | 972                    | 172                      |
| 6. Kidnapped, abducted or seduced or<br>cheated by false promises by kanganies. | 11                     | 31                       |
| 7. Insufficient wages to support dependents.                                    | 731                    | 333                      |
| 8. Want of work ...   | 24,540                 | *4,216                   |
| 9. Unsuitability of work ...  | ...                    | 152                      |
| 10. Other causes such as husbands or wives<br>deserting their spouses ...       | 325                    | 570                      |
| <b>Total</b> ...  | <b>33,583</b>          | <b>7,469</b>             |

\* Repatriated under the special scheme of 1930 owing to unemployment, threatened unemployment or material deterioration in wages.

Bonus to repatriates. - The Protector of Emigrants, Negapatam, reports that owing apparently to the fact that the figure of repatriates went very high during the year, the payment of the bonus of Rs.10 usually made to every adult repatriate and of Rs. 5 to every minor repatriate at the port of disembarkation was at first restricted to the adults who had lived in the colony for not less than a year and was subsequently limited to such of the adult repatriates alone who arrived at Negapatam in a decrepit or disabled condition irrespective of the length of their stay in Malaya. He also states that single widows and females and widows having minor children among the repatriates were paid by the Emigration authorities small sums of money as a sort of gratuity, but that the bulk of the repatriates who were sent back for lack of work, got nothing either as bonus or as gratuity. The Protector of Emigrants, Mandapam, states that in several cases return emigrants were stranded at Dhanushkodi or Mandapam without money for the journey to their native villages as they had failed to apply to the proper authorities in Ceylon before leaving and

that in such cases, he provided funds for their food and transport to their respective destinations.

Skilled labour. - There was no emigration of skilled labour through the Port of Madras. 26 skilled workers emigrated to Malaya through the Port of Negapatam. 96 emigrated to Ceylon and 5 to Germany through the Port of Dhanushkodi during the year 1930; these were assisted or engaged by private persons or by firms or by the Ceylon Government Fisheries Department.

Scheme of assisted emigration from South Africa.- The total number of emigrants from South Africa who availed themselves of the scheme of assisted emigration was 690 during the year as compared with 1,435 during 1929. The Special Officer explains that the decrease is probably due to the fact that the process of weeding out the impoverished members of the Indian community is nearing completion and the pecuniary inducements of a free passage and a bonus of £20 offered under the scheme have no effect on the bulk of the Indian community in the Union. The health of the return emigrants was good. There were four deaths in transit all due to heart failure. There was no complaint of any want of attention on board the steamers either in the matter of medical aid or in regard to food or accommodation. Only 46 of the return emigrants were decrepits, due mostly to old age. Such of the decrepits as had relatives to look after them were despatched to their homes with escorts. Those who had no such relatives were lodged in the "Decrepit Home" which is maintained at Madras for housing such decrepits returning from South Africa. The total amount paid to the assisted return emigrants as bonus during the year was Rs. 1,36,954-10-8 and the savings brought by them amounted to £2,894 excluding jewellery worth £1,843.

Employment of repatriates. - According to the Special Officer, 70 per cent of the total repatriates settle down in their homes as agricultural labourers. The remaining 30 per cent of the emigrants include almost all the 'skilled' labourers who had been employed in South Africa in collieries, mines, railways, harbours, etc. Many of these are reported to be irresponsible and improvident. They insist on the immediate payment of the entire bonus money, squander it soon and then go to the Special Officer for securing them jobs. During the year there were 125 applications to the Special Officer for help. The Special Officer was unable to secure jobs to most of the applicants. Trade depression, and consequent retrenchment in firms and other institutions and the unwillingness on the part of the emigrant to accept the normal low wage on which the local men are engaged contributed towards the failure in getting them jobs. In several cases, the emigrants soon left the jobs which the Special Officer had secured them with great effort. In some cases, the appointees misbehaved and were dismissed by the employers. This prejudiced the subsequent entertainment of other repatriates in the institutions concerned.

Under the scheme of "Assisted Emigration" the Union Government sanctioned a monthly pension of 10 shillings per mensem to each decrepit emigrant subject to the condition that the payment of the pension should commence 40 months after the decrepit's arrival in India, for which period the Union Government thought the bonus amount of £20 should suffice at 10 shillings a month. On a representation made by the Government of India that the bonus amount is often exhausted much sooner, the Union Govern-

ment have reduced the waiting period from 40 to 30 months. In four cases where it was found that the decrepits had spent their bonus long before they became eligible to draw their pensions under the 40 months' rule, the Local Government sanctioned compassionate allowance at rates ranging from Rs. 5 to Rs.10 per mensem.



(The Annual Report on the Working of the Indian Emigration Act, 1922 for the year 1929 was reviewed in this report at pages 81 to 86 of the report of this Office for the month of August 1930).