

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for June 1933.

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References to the I.L.O.

The 17th I.L.Conference ~~which is now in session~~ received considerable publicity in the press through several Reuter's cables on its proceedings from Geneva and through a good number of communiques issued by this office on the various aspects of the work of the Conference and the Director's Report. The more important of the references are given below:-

A cable to the effect that Sir Atul Chatterjee in his opening speech welcoming the delegates extended a special welcome to the "Observers" from the United States and Egypt and expressed the hope that their collaboration with the work of the Conference would be of mutual value was published in the Statesman of 9-6-1933, the Hindu of 9-6-1933, the Times of India of 10-6-1933 and in all papers.

A Reuter's message to the effect that Sgr. de Michelis was elected President of the Conference and that the workers' group, with the exception of Germany, abstained from voting for him is published in the Hindu of 9-6-1933, the Hindustan Times, the Times of India, the Statesman, the National Call and the Leader of 10-6-33.

The Hindu of 14-6-1933, the Times of India, the Statesman and the Hindustan Times of 15-6-1933 published a Reuter's cable dated 13-6-1933 to the effect that the proposal for a 40-hour week failed to secure urgency ^t of treatment when it was put to vote at the Conference.

The Labour Times, Madras of 19-6-1933 publishes an editorial article under the caption "The 40-Hour Week Torpedoed" on the rejection of the proposal to treat the question of reduction of hours in

industry as an urgent one. The article deploras this decision of the Conference and says; "This is bound to reflect on the little confidence which a section of the workers have been entertaining regarding the efficiency of the International Labour Machinery and will mean another triumph for those opposed to Geneva".

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The Indian Labour Journal dated 25-6-1933 publishes an article under the caption "World Economic Conference", in the course of which reference is made to the I.L.O. and its efforts to secure international agreement for a 40-hour week for industry. The following comments are made in this connection;

"The International pourparlers are never meant for the good of the workers and peasants of the world. They are purely meant to save capitalism from premature death. All the measures devised by such international organisations are ~~only~~ solely intended for the protection of capitalists. The interest of the toiling masses has always been ignored. Even the conventions and recommendations emanating from the International Labour Conference are being rejected by the Member States. The latest example of this is furnished by the International Labour Conference, which is in session at Geneva now. The resolution urging a forty-hour week has been rejected by 69 votes to 55 votes. This is the contribution of the employers and Government Delegates to the amelioration of the deplorable condition of the workers of the world whose unemployment has been increasing in geometrical progression day by day."

The article finally refers to Sir Atul Chatterjee's speech on 13-6-1933 at the Economic Conference on behalf of the I.L.O. and remarks;

"That which has been refused by the International Labour Conference cannot be expected to be done by the World Economic Conference which is a stronger representative body of big capitalists of the world than the I.L.O."

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*The paper has evidently mistaken the adverse vote on the question of urgency treatment for a total rejection of the measure. A correction has been sent from this Office to the paper. A con-

The Indian Labour Journal, Nagpur, of 18-6-1933 publishes an editorial article under the caption "Forty-Hour Week", deploring the decision of the Conference not to accord urgency treatment to the subject.

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The "Federated India", Madras, of 31-5-1933 publishes a note under the caption "Reduction of Hours ~~of~~ and the I.L.O." reviewing the Grey-Blue report on reduction of hours of work. The note, after paying tribute to the I.L.O. for its strenuous efforts to find remedies for relieving unemployment, gives a brief summary of the Grey-Blue Report. The following is a relevant extract;-

"On the whole, however, it is doubtful whether the world is in lack of good ~~advice~~ advice today. What does seem to be absent is good-will. The present economic impasse is but a manifestation of the moral littleness of the civilised man. He has developed machinery, economic and of other sorts, but had lost control over it, because he has only become strong and not good also. He has not bettered himself morally. It is open to grave doubt, therefore, whether the labours of the I.L.O. and similar organisations are at all going to be effective either with special reference to the world crisis or generally in regard to the social and economic betterment of man. But as the poet said, "They also serve who stand and wait". The labours of the I.L.O. are invaluable, though fruitless they may be".

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The Indian Labour Journal, Nagpur, of 4-6-1933 publishes a note under the caption "40-Hour Week" reviewing the Grey-Blue Report on Reduction of Hours for Industry. The review is based on the wireless summary of the Report, which this Office had issued as a communique. (Copies of the communique were sent to Geneva with this Office's minute H.2/802/33, dated 18-5-1933). The note, after giving a brief summary of the provisions of the proposed draft convention on

the subject, expresses the hope that the draft Convention will meet with the approval of all parties and states that the delegates from India will be failing in their duty if they do not support the application of the proposed Convention to India.

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The Monthly Bulletin issued by H.E.H. the Nizam's State Railway Employees' Union for May 1933 publishes the communiqué issued by this Office on 20-4-1933 on the report issued by the Preparatory Tripartite Conference on Hours of Work.

(Copies of the communiqué were forwarded to Geneva with this Office's minute H.2/621/33, dated 20-4-1933. For a list of other papers which published the communique, vide page 1 of our April 1933 report and page 1 of May 1933 report).

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The Statesman and the Hindu of 10-6-1933, the Leader of 14-6-33, the Labour Times, Madras, of 19-6-1933 and the Indian Labour Journal of 18-6-1933, publish a communique issued by this Office on 6-6-1933 setting forth briefly the items on the agenda of the 17th session of the I.L.Conference.

(Copies of the Communique were forwarded to Geneva with this Office's minute H.2/878/33, dated 8-6-1933).

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The Hindustan Times of 21-6-1933, the National Call of 22-6-33, the Statesman and the Leader of 25-6-1933, publish the communiqué issued by this Office on 20-6-1933 on the speeches of Sir Atul

Chatterjee and the Director of the I.L.O. on the opening day of the 17th session of the I.L. Conference.

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The Hindustan Times of 15-6-1933, the Statesman of 18-6-1933, the Times of India of 19-6-1933, the Hindu of 20-6-1933, the Leader of 21-6-1933, and the Indian Labour Journal, Nagpur, of 25-6-1933 publish the communiqué issued by this Office on 14-6-1933 on the Director's Report to the 17th I.L. Conference.

(Copies of the communiqué were forwarded to Geneva with this Office's minute H.2/924/33, dated 15-6-1933).

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The Times of India of 17-6-1933 publishes an editorial article under the caption "The Conference Settles Down" on the World Economic Conference. In the course of the article, marked reference is made to the resolution sponsored by the I.L.O. advocating the adoption of a synchronised public works programme by all countries. The article explains that this measure is directed to reduce unemployment, and emphasises the gravity of the problem by ~~making refering~~ ^{making refering} to the ^{statements regarding the} extent of unemployment made in the speech of Sir Atul Chatterjee at the Economic Conference and ~~in~~ the Report of the Director to the 17th I.L. Conference. The article also refers to the slender chances of an international agreement being reached on the 40-hour week proposal.

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The Federated India of 14-6-1933 publishes a short note under the caption "International Labour Conference", ~~which deals~~ ^{which deals} with the

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subject of Invalidity, Old-Age and Widows; and Orphans' Insurance, an item on the agenda of the present Conference. Discussing conditions in India in this respect, the note deploras the absence of social insurance schemes, except for a limited system of pension and provident fund in the Government offices and Railways, ~~and of social insurance schemes~~ in this country and states that it is high time that a beginning is made in this direction despite the difficulties mentioned in the Whitley Report.

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The Hindustan Times and the National Call of 25-6-1933 publish a communiqué issued by this Office on 24-6-1933 under the caption "The Influence of the Depression on Social Insurance".

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The May 1933 issue of the Labour Gazette, Bombay, publishes at page ~~61~~ 641 a summary of the Government of India Resolution regarding the personnel of the Indian delegation to the 17th I.L.Conference, published in the Gazette of India of 20-5-1933.

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The May 1933 issue of "Equity", Mymensingh, the organ of the Assam-Bengal Railway Indian Employees' Association, publishes in full the broadcast speech made by Sir Atul Chatterjee on 29-1-1933 on the work of the I.L.O. (for a list of other Indian periodicals which published the speech, vide page 1 of our February 1933 report and page 1 of our March 1933 report).

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The Report of the Committee of the Bengal National Chamber of Commerce for 1932 publishes at page 81 a summary of the letter which the Chamber addressed to the Government of India in response to the press communique issued by the Government of India on 27-9-1932 regarding nomination of non-government delegates to the 17th I.L. Conference. The Chamber recommended the name of Mr. Ambalal Sarabhai for nomination as the employers' delegate.

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The June 1933 issue of the Indian Review, Madras, publishes an article under the caption "An Indian Chairman in Geneva" contributed by Mr. K. Kuriyan of the Geneva Office. The article briefly describes the position of overseas countries in the Organisation and deals with the significance of the election of Sir Atul Chatterjee as the Chairman of the Governing Body.

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The June 1933 issue of the Indian Review, Madras, publishes a note under the caption "The Child Worker in India" based on an article on the subject contributed by the Director of this Office to the April 1933 issue of the Calcutta Review (vide page 6 of our April 1933 report). The note reproduces extracts from the article dealing with the work of the I.L.O. in respect of child labour, and remarks that it is time that the various organisations in India interested in the welfare of children, started a "Children's Crusade" for humanising the growing Indian industries and for securing for children the protection of law against possible abuses.

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The printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, for April 1933, contains a note on the Association's recommendation regarding the Indian employers' delegation to the 17th I.L. Conference. The note states that the Association had originally recommended the name of Sir Phiroze Sethna for nomination as the Employers' delegate, but, since Sir Phiroze declined the invitation at first, the Association, in deference to the Government of India's wish to have an agreed nomination by the leading Employers' Organisations in the country, recommended the name of Seth Ambalal Sarabhai who was recommended by the Federation of Indian Chambers of Commerce and Industry.

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The Statesman of 14-6-1933, the Times of India of 15-6-1933 and all papers publish details regarding the resolution on unemployment which was presented to the World Economic Conference by the I.L.O. A full summary of Sir Atul Chatterjee's speech introducing the proposal is also published by them.

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The Hindu of 13-6-1933, the Times of India and the Hindustan Times of 14-6-1933 and all Indian papers publish a summary of the references made by the British Premier at the World Economic Conference on 12-6-1933, to the work of the I.L.O. in fighting unemployment.

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The Monthly Bulletin issued by H.E.H. the Nizam's State Railway Employees' Union for May 1933 reproduces from the "Labour Magazine" extracts from the speech delivered by Mr. W.M. Citrine, at the Conference of the International Federation of Trade Unions. The extracts include references made by Mr. Citrine to the efforts ^{which are} being made by the I.L.O. to solve the unemployment problem and to the publications issued by the Office on the subject.

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The Advocate, Bombay, of 4-6-1933, publishes the communiqué issued by this Office on 10-5-1933 on "Industrial Labour in Japan" - (Studies and Reports Series A, No.37).

(Copies of the communiqué were forwarded to Geneva with this Office's minute H.2/778/33, dated 11-5-1933. For a list of other papers which published the communiqué, vide pages 5-6 of our May 1933 report).

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The May 1933 issue of the Labour Gazette, Bombay, publishes at pages 679 to 691 the second half of the review of the I.L.O. publication "Industrial Labour in Japan". The first instalment of the article was published in the April 1933 issue of the Gazette (vide page 5 of our May 1933 report).

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The June 1933 issue of "India and the World" publishes at page 156 a review of the recent I.L.O. publication on Non-Contributory Pensions (Studies and Reports Series M, No.9). The review also

gives a list of the various publications of the I.L.O. on social insurance.

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The April 1933 issue of the Indian Journal of Economics (Vol. XIII, Part 4), publishes at pages 723-724, an appreciative review of the publication "International Wage Comparisons" published by the Manchester University Press. The review states that the book is a summary of certain documents arising out of Conferences held under ^{the auspices of} the I.L.O. in 1929, and paying a tribute to the I.L.O. for its initiative in statistical studies, the reviewer says:-

"The chief importance of a book of this kind to the general student of economics is the gradual evolution of statistical methods and material most clearly seen in the series of memoranda prepared by the International Labour Office and the handy presentation, in tabular form, of the most diverse data most of which can only be compared under very large reservations and qualifications".

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The Report of the Proceedings of the Madras Chamber of Commerce during 1932, contains the following three references to the I.L.O.:-

(1) At pages 25 and 126-128 are published the letter from the Government of Madras to the Chamber requesting its views on the I.L.O. Questionnaire on Invalidity, Old-Age and Widows' and Orphans' Insurance and the views of the Chamber on the subject.

(2) At pages 125-126 are published the letter from the Government of Madras to the Chamber requesting its views on the I.L.O. Questionnaire on Abolition of Fee-Charging Employment Agencies and the views of the Chamber thereon.

(3) At pages 247-254 is published the correspondence between the Chamber on the one hand and the Government of Madras, the Asso-

Associated Chambers of Commerce and the Bombay Millowners' Association on the other, regarding the nomination of the Indian employers' delegation to the 16th I.L. Conference.

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The Bombay Government Gazette, dated 8-6-1933 (No.23, Part II, page 1092) publishes the petition presented by the Marwadi Chamber of Commerce to the High ~~Court~~ Court, Bombay, to confirm an alteration effected in the objects of the Chamber. The alteration was made with a view to include among the objects the nomination of delegates to I.L. Conferences ~~among its delegates~~ and the taking of necessary steps for promoting, supporting or opposing recommendations of the I.L. Conference.

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~~The~~ Indian Finance, Calcutta, of 17-6-1933, in the course of its comments on the Indian Delegation to the World Economic Conference deplores the delay that is often made by the Government in announcing the personnel of the Indian delegations to the various international conferences. It says:-

"It is really difficult to understand the extraordinary delay that takes place in the announcing of the personnel of the delegation for such important functions as the International Labour Conference, the Annual Session of the League of Nations, and the World Economic Conference. The members, on whom the final choice falls, get such short notice that it is all ~~hustle~~ and bustle with them if they have to catch the boat in time. Why should not the Government make up their minds much earlier and announce the names in such time as will enable the delegates and the advisers to make the necessary arrangements with some measure of leisure?"

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The issues of the Guardian, Madras, of 8, 15 and 22-6-1933, publish a series of three articles under the caption "The International Code", contributed by Rev. C.W. Ranson, Secretary, Triplicane Sociological Brotherhood, Madras. Prior to this he had contributed two articles under the caption "The International Labour Organisation" which were published in the Guardian of 9-3-1933 and 23-3-1933 (vide page 3 of our March 1933 report). In the present series, the writer surveys the field of the I.L.O.'s labours ~~since its inception~~ and summarises briefly the Conventions and Recommendations. The first article deals with hours of work, the second with women, children and young persons, and the third with unemployment. The articles are based on the book "India and the International Labour Organisation" by the Director of this Office.

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Ratifications.Invalidity, Old Age and Widows' and Orphans'Insurance; Views of Madras Chamber of Commerce.

The following is a summary of the views expressed by the Madras Chamber of Commerce in a communication dated 2-9-1932 addressed to the Government of Madras, on the Questionnaire issued by the I.L.O. on Invalidity, Old Age and Widows' and Orphans' Insurance. The letter states that conditions of employment differed to such a great extent in different countries that in the opinion of the Chamber it would be impracticable to adopt international regulations for invalidity, old age and orphans' insurance, or pensions for widows, orphans and other survivors. The Chamber was further of opinion that the suggestion that international regulations should lay down the principle of compulsory insurance for every person normally engaged in paid employment, while visualising an international deal, was not within the scope of practical politics — particularly in India where labour is often transitory and temporary.

Abolition of Fee-Charging Employment Agencies;Views of the Madras Chamber of Commerce.

The following are the views expressed by the Madras Chamber of Commerce in a ~~communication~~ communication dated 2-9-1932 addressed to the Government of Madras on the Questionnaire issued by the I.L.O. on the abolition of fee-charging employment agencies.

The letter states that while on the one hand it may be possible for abuses to exist in fee-charging employment agencies, on the other hand, reputable private agencies may constitute a valuable means for facilitating the finding of employment for their clients, and it is

difficult to see why they should be prohibited from receiving a ~~few~~ fee for their services. The alternative appears to be that all employment agencies shall be in the hands of the State, and, in the opinion of the Chamber, such State control would seem to be open to very serious objections.

Convention re. Protection Against Accidents (Dockers);

Proposed Legislation.

It will be remembered that the Government of India introduced a resolution in the Legislative Assembly on 14-7-1930 recommending to the Governor General in Council that the possibility of giving effect to the Convention and Recommendations concerning the protection against accidents of workers employed in loading or unloading ships should be examined. The resolution further recommended that the result of this examination should be placed before the Assembly within 18 months from that date (vide pages 26-31 of our July 1930 report for extracts on the subject from the Legislative Assembly debates of 14-7-1930). The Government of India, accordingly, placed before the Assembly on 14-3-1933 the results of their examination of the possibility of giving effect to the Convention and Recommendations, and, while signifying their readiness to ratify the Convention, proposed to postpone action in view of the decision of the Governing Body of the I.L.O. to place on the agenda of the 16th I.L. Conference the question of the partial revision of this Draft Convention (vide pages 7-8 of our March 1933 report for the text of the statement on the subject made by the Government of India in the Legislature). It is now learned that the Government propose introducing in the forthcoming August session of the Assembly a Bill to give effect to the revised Draft Convention.

National Labour Legislation.

Proposed Revision of Indian Trade Disputes Act. ✓

When the Indian Trade Disputes Act (VII of 1929) was passed, the Legislature, presumably on account of uncertainty as to the most suitable form of permanent legislation, limited the operation of the Act to five years. The Government of India have issued a Circular Letter on 14-6-1933 to all Local Governments and Administrations, inviting their considered views after consulting the various provincial interests concerned, regarding the desirability of converting the Act to a permanent measure and of amending it in certain respects in the light of the criticisms and recommendations of the Whitley Commission/ (vide Chapter XVIII of their Report). The views on the subject are to be communicated to the Government of India before 31-10-1933. The following is a summary of the Circular Letter:-

Future Course of Action.- The Act, as it ^{stands} ~~at present, stands,~~ will expire on 7th May 1934, and the first question which arises is whether its operation should be extended indefinitely or for a further limited period. Provisionally, the Government of India are disposed to the view that a measure of this type is necessary and that it might be converted to a permanent Act. If this view is accepted, it will be necessary to pass an amending Bill deleting sub-section (4) of section 1 before the Act expires and it will be desirable to consider, in this connection, possible improvements in the Act.

Analysis of the Present Act.- The Act, excluding sections 1, 2 and 19 which are complementary to the operative ~~in~~ provisions, falls into three parts. Sections 3 to 14 provide methods and machinery for the investigation and settlement of trade disputes. Section 15 is designed to prevent strikes without notice in public utility services. Sections 16 to 18 are intended for the protection of the community against general strikes which are not purely trade disputes.

(a) Investigation and Settlement of Trade Disputes.- This part of the Act is based mainly on the British Industrial Courts Act, but differs from that statute in certain important directions. It does not set up a standing Industrial Court, it does not provide specifically for settlements by arbitration, and it does not contain any general provision on the lines of section 2(1) of the Industrial Courts Act. The Labour Commission discuss the possibility of permanent Courts, but do not favour their establishment, and the experience of recent years does not suggest that machinery of this type

is required in India. On the other hand, the Commission lay stress on the absence of any systematic provision for the settlement of trade disputes apart from what they describe as the "heavy artillery of the Trade Disputes Act". They observe that "the most useful form of State assistance in dealing with trade disputes is scarcely employed in India", and that "India has tried to copy the less valuable part of the machinery employed in Great Britain whilst ignoring the most valuable part".

This is borne out by experience both in India and in Great Britain. During the four years of the operation of the Trade Disputes Act only two Boards of Conciliation and two Courts of Enquiry have been appointed under the Indian Act, while over 500 trade disputes actually culminating in stoppages of work have occurred in India during that time. In the United Kingdom the formal appointment of Boards of Conciliation or individual conciliators under section 2(1) of the Conciliation Act, 1896, is comparatively rare and several years may pass without the appointment of any Court of Enquiry under the Industrial Courts Act. Arbitration settlements by the Industrial Court or other arbitrators are more frequent. Attention is in fact concentrated more on the prevention than the settlement of labour disputes. Experience thus suggests that if Governments in India are to give more active assistance in preventing industrial strife, they must ordinarily employ some other and simpler machinery than that provided by the present Act. The Government of India believe that such assistance might with advantage be given more frequently. But they are doubtful if any legislation is necessary for this purpose, particularly as the Labour Commission do not suggest that officers undertaking the work of conciliation should do so under some statutory sanction. They will, however, be prepared to examine any suggestions for providing within the Act itself some additional machinery for the prevention of trade disputes.

~~Some~~ Some Suggested Amendments.- Certain amendments of detail in the sections of this part of the Act have been suggested to the Government of India:-

(i) The Government of Bombay and the Court of Enquiry appointed to deal with railway retrenchment in 1932 have both pointed out that in section 3 the phrase "between an employer and any of his workmen" is unsatisfactory. This phrase, which is not found in the corresponding British provision, introduces an inconsistency which will be apparent if the definition given in section 2(j) is substituted for the words "trade dispute", and it has given rise to inconvenience in framing an order under the section. For the precision of the phrase necessitates the specification of at least all the employers concerned, although they may be acting in an association. The omission of the phrase would enlarge the scope of the section by bringing in disputes between workmen and workmen, but the Government of India consider that such an enlargement might be advantageous on occasion and they are, therefore, disposed to favour it.

(ii) The amendments suggested by the Labour Commission in section 13 ~~of~~ and certain other amendments of that section were made by Act XIX of 1932 (vide pages 10-11 of our September 1930 report and page 7 of November 1932 report). The Commission also throw doubt on the necessity for retaining any criminal sanction in this section. There is no such provision in the British Act, but, with the safeguards now provided, it is perhaps unnecessary to make a further amendment.

(b) Public Utility Services.- The criticisms and the suggestions made by the Labour Commission in the paragraph dealing with this subject deserve consideration; but the Government of India are very doubtful as to the desirability of altering this section of the Act at the present time. The only restraint imposed by section 15 on employees lies in the requirement of fourteen days' notice of a strike, and this by itself can hardly be regarded as warranting the conferment of a right to official investigation of any difference that may arise. Further, the safeguards suggested by the Commission are, as they recognise, unlikely to afford complete protection against the serious dangers to which they refer. A possible alternative would be the prohibition of strikes in pursuance of disputes which were under reference to a Board or Court; this is an extension which could be applied to all forms of employment and not merely to public utility services.

When the present Act was under consideration in the Legislative Assembly a proposal was made to enlarge the definition of public utility service in section 2 (g) by adding tramway services and inland steamer services. The amendment was withdrawn, an undertaking being given that the matter would be considered in connection with the amendment of the Act. The Government of India consider that the case for including tramway services is weak as these seldom have a monopoly of transport in the areas they serve and the stoppage of work can generally create little more than a certain amount of inconvenience to the public. The case for including inland steamer services is stronger, as in certain parts of the country these form an essential means of communication. Provisionally, therefore, the Government of India are disposed to agree that they might be included but they will be glad ~~to~~ of the views of the local Governments on the question.

(c) Illegal Strikes and Lock-Outs.- So far as the Government of India are aware, no such dispute as is contemplated by sections 16 to 18 has arisen and the Labour Commission offer no comments on this part of the Act. In the circumstances, there would seem to be no call to amend these sections; but the Government of India will be prepared to consider any suggestions made in this connection.

Picketing in Disputes under Reference to Courts.- An amendment was moved in 1929 to the Trade Disputes Bill which, if it had been adopted, would have added a clause to the Bill prohibiting picketing in connection with disputes which were under references to Boards and Courts. The amendment was rejected, but an undertaking was given that it would be dealt with in connection with the amendment of the Act. Provisionally, the Government of India consider that it is not open to any objection in principle, but they doubt if it would be of much value. The reference to a Board or Court is ordinarily sufficient to secure a continuance or resumption of work during the enquiry. If the law is to be altered, it would be more logical to introduce a provision prohibiting the stoppage of work itself rather than the adoption of particular methods in support of a stoppage. But the Government of India doubt if any such provision is required.

Breach of Contract Repealing Act;Passed by Mysore Council. ✓

Reference was made at page 11 of our October 1932 Report to the intention of the Mysore Government to introduce in the Mysore Legislative Council a Bill to repeal the Breach of Contract Act in force in the State. (A copy of a statement embodying the general principles of the Bill was sent to Geneva with our Minute C.1/2627/32, dated 17-11-1932.) The Bill was passed by the Mysore Legislative Council on 19-6-1933.

The Bombay Maternity Benefit (Amendment) Bill, 1933. ✓

The following is the full text of a Bill, with statement of Objects and Reasons, which ^{will be considered} ~~was introduced~~ in the Bombay Legislative Council in the ^{Second} ~~first~~ half of 1933. (The text of the Bombay Maternity Benefit Act, 1929, which this Bill proposes to amend, is given at pages 1046-1048 of Legislative Series, 1929, Part II. The full text of Rules framed under the Bombay Maternity Benefit Act, 1929, is given at pages 11-14 of the report of this Office for the period 15th July to 31st July 1929).

A Bill to Amend the Bombay Maternity Benefit Act, 1929
(Bill No. XVI of 1933)Bom.VII
of 1929.§ 5 & 6
Geo.V.
c.61.

Whereas it is expedient to amend the Bombay Maternity Benefit Act, 1929, for the purposes hereinafter appearing; And whereas the previous sanction of the Governor-General required by sub-section (3) of section 80A of the Government of India Act has been obtained for the passing of this Act; It is hereby enacted as follows:-

Short title. 1. This Act may be called the Bombay Maternity Benefit (Amendment) Act, 1933 .

Amendment of section 3 of Bom. VII of 1929. 2. After clause (c) of section 3 of the Bombay Maternity Benefit Act, 1929, hereinafter called the said Act, the following shall be inserted, namely:-

"(d) 'wages' includes the money value of any earned grain concession, and any money paid to cover high cost of living but does not include a bonus given for regular attendance".

Amendment of section 5 of Bom. VII of 1929.

3. In section 5 of the said Act —

(a) in sub-section (1), after the word "day" the words, figures and brackets "in the cities of Bombay, Ahmedabad and Karachi, and elsewhere at the rate of her average daily wage calculated to the nearest quarter of an anna on the total wages earned during a period of three months immediately preceding the date on which she gives notice under sub-section (1) of section 6, or at the rate of eight annas a day, whichever is less" shall be inserted;

(b) in the proviso to sub-section (1),-

(i) for the word "six" the word "nine" shall be substituted; and

(ii) for the words "notifies her intention" the words "gives notice" shall be substituted; and

(c) in sub-section (2), for the words "seven" and "three" the words "eight" and "four" respectively shall be substituted.

Amendment of section 6 of Bom. VII of 1929.

4. For sub-section (3) of section 6 of the said Act, the following shall be substituted, namely:-

"(3) Maternity benefit shall be paid by the employer to the woman entitled thereto in any one of the following three ways, namely

(i) for four weeks — within forty-eight hours of the production of a certificate signed by a registered medical practitioner certifying that the woman is expected to be confined within one month next following, and for the remainder of the total period for which she is entitled to maternity benefit under sub-section (2) of section 5 — within forty-eight hours of the production of a certified extract from a birth register stating that the woman has given birth to a child; or

(ii) for the period up to and including the day of delivery — within forty-eight hours of the production of a certified extract from a birth register stating that the woman has given birth to a child, and for the remainder of the total period for which she is entitled to maternity benefit under sub-section (2) of section 5 — punctually four weeks after the production of such certified extract from a birth register; or

(iii) for the entire period for which the woman is entitled to maternity benefit under sub-section (2) of section 5 — within forty-eight hours of the production within six weeks of her delivery of a certified extract from a birth register stating that she has given birth to a child;

Provided that no woman shall be entitled to any maternity benefit or any part thereof the payment of which is dependent upon the production of a certified extract from a birth register under the provisions of this sub-section unless such extract has been produced within six months of the day of her delivery.

- Amendment of section 14 of Bom.VII of 1929. XII of 1911.
5. In sub-section (2) of section 14 of the said Act, for clause (a) the following shall be substituted, namely:-
 "(a) the preparation and maintenance of a muster roll or register and the particulars to be entered in such muster roll, register or combined muster roll and register or in the register kept or deemed to have been kept under section 35 of the Indian Factories Act, 1911".
- Amendment of section 15 of Bom.VII of 1929.
6. In section 15 of the said Act,—
 (a) for the words "A copy" the words "An abstract" shall be substituted;
 (b) for the word "place" the word "manner" shall be substituted; and
 (c) after the word "every" the words "part of a" shall be inserted.
- Savings.
7. Nothing in sections 2, 3 and 4 of this Act shall apply for a period of six months from the date when this Act comes into force to any woman who shall have been employed on the said date and who shall continue to be employed by the same employer for a period of six months thereafter.

Statement of Objects and Reasons.

It has been represented to Government that the Bombay Maternity Benefit Act, 1929, requires amendment in certain respects. The Royal Commission on Labour have also dealt with the question of maternity benefit in their report. It is accordingly proposed to make the following changes in the Act:-

Enhanced Rates for Certain Urban Areas.- (1) Section 5 of the Act prescribes a uniform rate of maternity benefit. The wages of women workers, however, vary from place to place and in the mofussil the average wage of a woman is less than eight annas a day. The rate of eight annas a day appears appropriate only in the cities of Bombay, Ahmedabad and Karachi. It is, therefore, proposed to amend section 5 of the Act so as to provide for a rate of eight annas a day in the cities of Bombay, Ahmedabad and Karachi and to provide in other places for a rate of eight annas a day or the rate equal to the average daily earnings of a woman, whichever is less.

Wages Defined.- In calculating the average earnings, it is proposed that the day on which a woman worker gives notice under section 6(1) of the Act shall be taken as the end of the period over which wages shall be calculated, and the money value of any earned grain concession shall be taken into consideration in calculating wages and any money paid to cover the high cost of living but not the good attendance bonus earned during the period and that the daily wage shall be worked out to the nearest quarter of an anna.

Maximum of Benefit Period raised from 7 to 8 weeks.- (2) It is proposed to raise the maximum period for which a woman shall be entitled to maternity benefit from seven weeks to eight weeks in accordance with the recommendations of the Royal Commission on Labour.

Qualifying Period of Employment raised from 6 to 9 months.-

(3) It is proposed to raise the period of employment necessary to qualify for maternity benefit from six months to nine months in accordance with the recommendations of the Royal Commission on Labour.

Benefit to be paid in 2 instead of 3 instalments.- (4) Under the Act, maternity benefit is payable in three instalments, the first on the production of a certificate of birth and the second and third at the end of each fortnight thereafter. It is proposed to provide that maternity benefit shall be paid either in two instalments, the first within 48 hours of the production of a certificate that the woman is expected to be confined within a month or of a certificate of birth and the second at the end of four weeks after the production of a certificate of birth, or in one lump sum if within six weeks after child birth ~~if~~ a woman has not claimed the benefit in either of the other two ways.

Time limit of 6 months for claims.- (5) There is at present no time limit within which the benefit under the Act may be claimed. It is proposed to prescribe a time limit of six months after child-birth.

Muster Rolls.- Clause (a) of section 14(2) provides that a rule can be made requiring the owners of factories to maintain a muster roll in which the particulars required for the purposes of the Act are to be entered. The owners of factories find it inconvenient to maintain a separate muster roll for the purpose. They have to maintain a register or a muster roll under section 35 of the Indian Factories Act, 1911. Some mills have been exempted under the section from keeping any register. It is, therefore, proposed to amend the clause by providing for ~~the~~ the maintenance of a muster roll and register and for entering additional particulars in the register kept or deemed to have been kept under section 35 of the Indian Factories Act.

Ensurance of Wider Publicity.- (7) Section 15 of the Act requires that a copy of the provisions of the Act and the rules thereunder in the local vernacular shall be exhibited in a conspicuous place by the employer in every factory in which women are employed. In order to give wider publicity to the provisions of the Act, it is proposed to require all factories employing women to post an abstract of the Act and the rules in all parts of the factories where women are employed.

Time Limit for Application.- The Bill proposes changes in the qualifying period, rate of benefit, etc., and it has, therefore, ~~been~~ been provided that the new conditions shall not be applied until after the lapse of six months (i.e., the present qualifying period) to women who are in employment at the time of the passing of the Bill and who remain with the same employer throughout the six months.

(Reproduced from pages 533 to 538 of Part V of the Bombay Gazette, dated 22-6-1933).

Labour and the New Constitution;Memorandum of National Trades Union Federation. ✓

The newly formed National Trades Union Federation has set out its views on the White Paper on Indian Constitutional Reforms and the demands of labour under the new constitution in a memorandum to ~~the~~ be submitted to the Joint Select Committee on Indian Constitutional Reforms, ~~and~~ on the basis of which the Federation's witnesses before the Committee, Mr. N.M. Joshi, M.L.A., Mr. B. Shiva Rao and Mr. Aftab Ali, will be examined. The memorandum amplifies the resolution on the White Paper adopted by the Special Session of the Indian Trades Union Federation held at Calcutta on 19 and 20-4-1933 (vide pages 31-37 of the report of this office for April 1933, for a summary of the proceedings). The following points regarding the memorandum may, however, be noted:

General.- The general view of the Federation on the White Paper as a whole is contained in part (a) of its resolution which characterised the proposals as "disappointing, undemocratic and even reactionary in certain essential and fundamental respects", and as holding out "no prospect of the Indian masses and the working classes ever securing an adequate and effective voice and control in the legislatures and administration of the country". Part (b) of the resolution emphasises that "no scheme of reforms can meet the requirements of the Indian masses and the working classes, or satisfy their legitimate aspirations or allay the present political or economic discontent, which is not designed to endow India with the status of a self-governing democratic country".

Fundamental Rights.- Regarding the inclusion of a declaration of certain fundamental rights, the memorandum points out that ~~the~~ in ~~Constitution should contain a~~ view of the experience that the Indian workers have had with regard to the treatment meted out to them and their organisations during industrial disputes, the Federation is convinced of the necessity of insisting upon such fundamental rights being guaranteed, in the interests particularly of the working classes. The Federation is not impressed with the plea put forward in paragraph 75 (Introduction) of the White Paper against the inclusion on any large scale of fundamental rights in the Constitution Act. It fails to understand the recognition, on the one hand, of the fundamental rights of property which applies, comparatively, only to a small minority, viz., the propertied class, and refusal, on the other, to recognize the fundamental rights of a vast number of the

working class population which affect their very existence. The Federation, therefore, urges that fundamental rights, such as those stated above, should be recognized in the new constitution and incorporated in the Act.

Federal Upper House.- Opposing the proposal to set up a Federal Upper House, the memorandum points out that if it is, however, decided to have it, the Federation strongly recommends that Indian labour should have adequate representation therein. The Federation is of opinion that Indian labour is entitled to special representation on its own merits. In the immediate future, the Federal Legislature will be called upon to deal with labour legislation to a greater extent than in the past; and the absence or inadequate representation of labour in the Upper House which is bound to be more conservative and less democratic than the Lower House, will prove to be a serious handicap to the passage of such legislation. The number of labour representatives in the Provincial Legislatures is so small that there is hardly any likelihood of these Legislatures returning any labour representatives to the Federal Upper House. The Federation, therefore, strongly urges that it should contain an adequate number of labour seats. It further suggests that labour should be given sixteen seats, which is equivalent to 10 per cent of the total number of seats for British India and that in no case should they be less than those given to Europeans as a community and other capitalist interests, if any.

Labour Representation in Legislatures.- The memorandum demands that labour should be given at least 10 per cent. of the total number of seats in the legislatures (vide (e)(iv) of Resolution), and points out that the ten seats provisionally allotted to labour, which work out at only 4 per cent. of the total seats from British India, are too inadequate to enable its representatives to discharge their duties efficiently and satisfactorily. The Federation, therefore, insists that labour should be given 25 seats in the Federal Assembly. Another point of considerable importance is that labour representation should not be less than that given to capital as a whole. It may be added that labour has a far more direct interest in and concern with the work of the Federal Legislature than landholders. The experience of the last 13 years has shown that the representatives of commerce and industry, landholders and Europeans have often combined in opposing legislative measures affecting working class interests. To compare, therefore, labour representation with only a part of the entire capitalist interests is, in the opinion of the Federation, to place the former at a serious disadvantage. And even the partial equality of representation recommended by the Lathian Committee has been destroyed by the White Paper by recommending 11 seats to commerce and industry, as against only 10 for labour.

Method of Electing Labour Representatives.- Regarding the method of electing labour representatives (vide (c)(vi) of the Resolution), the memorandum states that the Lathian Committee, after carefully considering the alternative methods of election through trade unions, special labour constituencies, and the combination of both, unanimously decided in favour of the first method, namely, election through trade unions. The argument that trade unions are at present too weak

and, therefore, not sufficiently representative of the working classes, is sometimes advanced only to prejudice their case, and is not convincing. In the first place, it should be noted that labour representation has been recognized only as being functional, and, therefore, is not based upon the ~~mere~~ numerical strength of the trade unions. Secondly, if institutional representation is to be given to capital, irrespective of the numerical strength of the commercial and industrial organisations, there is no reason why labour should ~~be~~ not also be similarly treated. Thirdly, considerations other than that of numbers are some times taken into account in giving representation to communities such as the Europeans, and it is difficult to understand why a similar consideration should ~~not~~ be extended to the working classes and their trade unions. The Federation, therefore, strongly urges that, as recommended by the Whitley Commission and the Lothian Committee, trade unions only should be made constituencies for electing labour representatives to the Federal Lower House.

Equally important is the question of the distribution of labour seats. The Whitley Commission and the Lothian Committee showed an inclination in favour of the distribution of labour seats on an industrial basis, and the Federation supports that view though it recognises that the claims of the provinces should not be lost sight of. If the number of labour seats is sufficiently increased to the extent recommended ~~by the~~ in the memorandum, it is pointed out that it should not be difficult to divide the seats on an industrial basis, without, at the same time, giving any ground to the provinces for complaint.

It is also pointed out further that the White Paper has given only one non-provincial seat to labour to be filled by its central organization, as against three given to commerce and industry. This is unfair and should be remedied by giving labour the same number of seats as are given to commerce and industry. The Franchise Committee has recommended that All-India Trade Union Federation (now the National Trades Union Federation) should be given one seat. The Federation suggests that this number should be increased at least to the same number as has been and may be given to commerce and industry, and that the claims of the All India ~~&~~ Railwaymen's Federation should also be recognized for this purpose.

Ratification of I.L.O. Conventions.- The memorandum ~~is~~ stresses the importance of the Federal Government possessing the necessary power to ratify Conventions and Recommendations of the I.L. Conference without taking the consent of the federating units separately.

Payment of Wages Bill: Views of B.N.Ry Indian Labour Union. ✓

The text of the Payment of Wages Bill, 1933, which was introduced in the Legislative Assembly on 1-2-1933, was given at pages 15-20 of our January 1933 report. The following comments on the Bill have been made by the Bengal Nagpur Railway Indian Labour Union:

Clause 1. In sub-clause 3 of clause 1 of the Bill, the Union notes that no provision has been made for workers in tramways, mines and plantations being brought within the scope of the Bill. The Union expresses the opinion that, in the first instance, the Bill should comprehend all classes of employment coming within the scope of the proposed Workmen's Compensation (Amendment) Bill, in addition to the workers in the railway services, etc., not covered by the Workmen's Compensation Act.

The Union is opposed to the exception of the railway employees from the operation of the provisions of clause 3 of the Bill.

In sub-clause 5 of clause 1 of the Bill, it is proposed to exclude those earning Rs.100 a month or more from the provisions of the Bill. The Union ~~maintains~~ points out that certain railway employees like the daily rated workers, running staff etc., would come within or be outside the provisions of the Bill according as their fluctuating monthly salaries reach or do not reach the 100 rupees limit. In railways, staff like drivers and other running staff drawing Rs.200 or Rs.300 per month are usually fined and they should be protected. The limit of Rs.300 per month as laid down in the Workmen's Compensation Act may be substituted in sub-clause 5 of clause 1 of the Bill in the place of the proposed 100 rupees limit.

Clause 2. The following definitions, in the opinion of the Union, require to be added:-

"Employer" means the official responsible for inflicting deductions from wages for the purposes of sub-section 2 of clause 4 of the Bill.

"Fines" means any loss in earnings inflicted on an employee as a punishment or disciplinary measure. (The intention is that stoppage of increments and other punishments which result in savings to an employer must be treated under the same classification as "fine".)

Clause 3. As already stated, this clause should apply to non-workshop railway employees also. This clause should be further amended so that payment of staff is made only during working hours as is the case in many foreign railways.

Clause 4. In sub-clause 2 (c) of clause 4 of the Bill, after the word 'employer' the words 'or such other deductions as may be voluntarily offered by an employee or employees in agreement with the workers' organisation', should be added. ~~The~~ The reason for this amendment is that the employer should not be prevented from effecting deductions from the wages for trade union purposes whenever

the employer is willing to do so. Similarly, recovery through pay-bills of any dues to co-operative societies or insurance organisations should not be precluded by any restrictive provision of the Bill, provided the deductions are effected on the voluntary application of the employee concerned. Otherwise, many organisations intended for welfare work would be handicapped, although sub-clause (d) of the clause gives discretion to Local Government to authorise such deductions.

Clause 5. A sub-clause should be added to clause 5 stating that no fine should be ordinarily inflicted without exhausting the system of a warning. Fines should not exceed 2 per cent of the wages as recommended by Fawcett Committee. Provision for the Fine Fund being controlled by a Committee of representatives of the workers' organisation, employer and the public under an independent chairman should be made. This suggestion is made on account of the bitter experience of the working of the Staff Benefit Fund recently introduced on the Indian railways where the rules give the power of veto to the employer.

Clause 6. A provision should be made that where losses are frequent or usual the employer should organise an insurance scheme to cover the loss. For example, it may be stated that it is common for coaching staff employed in the railways to receive frequent debits for under-charges and for various uncontrollable causes. These should be covered by insurance.

Clause 9m This clause should provide for the enrolment of honorary sub-inspectors nominated by the workers' organisation to assist the permanent inspecting staff, with equal or similar rights powers.

Clause 10. Special Industrial Courts should be constituted to hear all cases of alleged wrongful deductions. The employees through their Union should have the right of eliciting necessary evidence in all cases of alleged wrongful deductions from wages before the claims-deciding authority. Right of appeal to the higher judicial authority should be recognised. Frequent cases of the contravention of the Bill by an employer should be rendered liable for criminal prosecution on the complaint of an employee without awaiting the sanction of an officer exercising the powers of inspection under section 9 of the Bill.

Quarterly Strike Statistics (Period ending 31-3-1933). ✓

The Department of Industries and Labour of the Government of India, in a communique dated 7-6-1933, has published the statistics of industrial disputes in British India for the first quarter of 1933. During the period under review there were 28 strikes involving 48,533 workers and entailing a loss of 734,481 working days. The largest number of disputes occurred in the Bombay Presidency where

12 disputes involving 12,412 workers were responsible for a loss of 232,865 working days; Bengal comes next with 8 disputes involving 21,311 workers and entailing a loss of 449,349 working days; Assam with 3 disputes involving 2,877 workers and entailing a loss of 5,439 working days; Burma with 2 disputes involving ~~122~~ 112 workers and entailing a loss of 724 working days; and the Central Provinces, Madras and the United Provinces each with one strike involving 1,000, 6,957 and 3,866 workers and entailing losses of 1,000, 41,238 and 3,866 working days ~~and~~ respectively, while no disputes were recorded in the other provinces.

Classified according to industries, there were 11 disputes in cotton and woollen mills involving 13,662 workers and entailing a loss of 116,205 working days; 3 in jute mills involving 13,500 workers and entailing a loss of 214,000 working days; 3 in railways (including railway workshops) involving 8,499 workers and entailing a loss of 49,741 working days. In all the other industries together, there were 11 disputes involving 12,874 workers and entailing a loss of 354,533 working days.

Of the 28 disputes, 13 were due to wages, 6 to questions of personnel, 3 to questions of leave and hours, one to bonus and 5 to other causes. In 3 the workers were successful, ~~and~~ in ~~14~~ 7 partially successful and in 14 unsuccessful, while 4 were in progress at the end of the quarter.

(The quarterly strike statistics for the last quarter of 1932 ^{were} was reviewed at pages 27-28 of our February 1933 report and that for 1932 at pages 28-30 of our February 1933 report).

Hours of Work in Mysore Plantations; Government Considering
Proposals for Limitation. ✓

As a result of certain interpellations made on 6-5-1933 in the Representative Assembly of the Mysore State by Mr. K.T.Bhashysem Iyengar, a labour leader of Bangalore, the following information regarding conditions of labour in Mysore plantations was elicited from the Government:

Mr. Bhashyam Iyengar was informed that the total strength of the organised labour population in the State was 91,471, of which plantation labour (32,722) ^{constituted} ^{section.} was the largest. The labour population in the State was governed by the provisions of the Mysore Factories Regulation, except plantation labour. There was no provision in the existing labour laws limiting the hours of work of labour in plantations, but the Government were contemplating the issue of necessary orders soon.

Minimum Age in Textile Industry.- To a further question from the same member, it was stated that the Government had not passed final orders on the report of the Committee which had been appointed to suggest how far the recommendations of the Whitley Commission could be made applicable to labour in the State and that it was very desirable to adopt the recommendation of the Committee that children under 14 years should be prohibited from being engaged in the textile industry.

VDS. 29

Working of the Workmen's Compensation Act, 1923, in the
Bombay Presidency during ~~1929~~ 1932.

The following details regarding the working of the Indian Workmen's Compensation Act, 1923, in the Bombay Presidency, including Sind, during 1932 is taken from a summary of the Report published in the May 1933 issue of Labour Gazette, Bombay. For the first time Aden statistics are excluded from the Report.

General Statistics.- During the year under review returns were received from 1725 concerns, of which 1719 were factories. The number of factories amenable to the Act was about 1815. Only 96 factories, therefore, failed to send in returns and these were principally small seasonal concerns. The number of workmen employed in the concerns coming within the purview of the Act during the year was 379,478 adults and 3599 minors. Five of the accidents occurred to minors and, of the remaining 2492, thirty-one were fatal, 256 resulted in permanent disablement and 2205 in temporary disablement. These figures compare with 3220, 53, 325 and 2842 in 1931 and 3712, 49, 322 and 3341 respectively in 1930. The total amount of compensation paid in respect of all these accidents was Rs. 130,000 against Rs. 168,000 in 1931 and Rs. 163,000 in 1930. There are, however, a number of classes of employers who are liable to pay compensation under the Act who are now included within the scope of these returns.

Registration of Agreements.- There were 316 applications for registration of agreements to be dealt with during the year. Of these, 291 were disposed of. In two cases registration was refused on the ground of inadequacy of compensation. Of the remainder, 285 were registered as filed and four were registered after some modifications. The total compensation paid in respect of the 289 agreements registered was Rs. 64,000 against 308 agreements and Rs. 76,000 compensation in 1931 and 301 agreements and Rs. 81,000 compensation in 1930. Of the 316 agreements, 277 or 87 per cent. were received by the Bombay commissioner and 39 by the other 22 ex-officio commissioners.

Application for Adjudication.- Applications relating to matters referred to commissioners for adjudication numbered 333. Of these, 204 were for award of compensation, 103 for distribution and 26 were miscellaneous. 292 applications were disposed of during the year as against 360 in 1931 and 354 the year before. 89 per cent of these cases were received by the Bombay commissioner.

Applications for Award of Compensation.- Of the 204 applications for award of compensation, 44 related to fatal accidents, 142 to accidents resulting in permanent disablement and 18 to accidents involving temporary disablement. One of these applications was withdrawn, two dismissed for non-appearance, three summarily dismissed and 57 admitted by the opposite party. Of the remaining 141

applications, 30 were allowed in full, 69 in part and 20 dismissed after hearing, while 22 remained undisposed of.

Occupational Diseases.- No case of any industrial disease has been preferred to commissioners or reported in employers' returns since the introduction of the Act. Several insurance companies representing the employers, the Textile Labour Association, Ahmedabad, the National Seamen's Union and various claims agencies representing the workers contributed materially to the smooth working of the Act. ~~It is pointed out in the report that insurance benefits all concerned with the working of the Act.~~ The number of claims settled through insurance companies this year was 275 or 47 per cent of the total number as against 310 or 50 per cent in the preceding year.

Conditions of Mining Labour in C.P. and Berar, 1932. ✓

The following information about the conditions of mining labour in the Central Provinces and Berar is taken from the annual review *published in the C. P. Gazette of 6-5-33* on the district reports on the working of the Indian Mines Act, 1923, in C.P. and Berar for the year ending 31-12-1932/-

Supply of Labour.- According to the review, the year was slightly better for coal and limestone concerns, but manganese mines became practically moribund. 3 coal mines and 10 mines for minor minerals (limestone, clay and soapstone, etc.) were opened, while 25 manganese mines and 2 mines for other minerals which had been working during the previous year, remained closed throughout the year. Thus the total number of working mines fell from 86 to 72. In the course of the year all the remaining manganese mines except one in the Balaghat district belonging to the Tata Iron and Steel Company, Ltd., shut down, thus throwing most of their labour force out of employment. Generally the supply of labour, both local and imported, was much in excess of the demand. The Majri Coal Mine in the Chanda district, however, experienced difficulty in securing labour for underground workings because of the want of suitable housing accommodations.

Wages.- Wages showed no appreciable change; in the Ballarpur and Ghugus Collieries a 10 per cent cut was enforced by the management. The average earnings of a male labourer employed in coal mines ranged between Re.0-6-0 to Re.0-10-0 per day for underground and between Re.0-8-0 to Rs. 2-2-0 per day for surface work; those of female labourers varied from Re.0-2-9 to Re.0-10-0 per day both for underground and surface work. In manganese and other mines male unskilled labourers earned from Re.0-2-6 to Re.0-13-0 a day and females from Re.0-1-4 to Re.0-4-2, while skilled labourers earned from Re.0-5-0 to Re.1-15-9.

Health of Labour Force.- As usual, influenza, small-pox and cholera broke out at several mining camps, particularly those in the Chhindwara district, where 112 attacks and 7 deaths were caused by influenza, 68 attacks and 8 deaths by small-pox and 5 attacks and

1 death by cholera. Small-pox was also responsible for 13 attacks and 1 death in the labour camp of the Perfect Pottery Company in the Jubbulpore district. The other districts were reported to be free from epidemics and generally the health of labourers was good.

Housing Accommodation and Sanitary Conditions.- The sanitary condition of the labour camps was generally satisfactory and water supply was adequate. In a few districts housing accommodation was adequate, while at others it was unsatisfactory. Government, while recognising that present trade conditions are not favourable for any large expenditure, trusts that local officers will not relax their efforts to impress on mine owners the desirability of improving the housing of their labourers.

Prices of Foodstuffs and Clothing.- Food stuffs and clothing were cheaper than in the preceding year. Ample supplies were available from markets in mining camps or from the weekly bazars in the neighbouring villages.

Education.- The free primary schools provided by the C.P. Manganese Ore Company, Ltd., at Kandri and Mansar have been closed as the mines are shut down. The schools at the Mahakali and the Ballarpur collieries and the Missionary School at Ghugali in the Chanda district continued to run satisfactorily. The Independent Mining Local Board maintained 12 schools for the education of the children of mine operatives against 11 in the preceding year. There are a few mission schools and schools provided by the employers in a few other districts. At other places the children of mine labourers resort to the schools maintained by local bodies in the neighbourhood of mining camps.

Accidents.- 84 accidents occurred during the year against 65 in the previous year. Of these, 16 were fatal, 64 serious and 4 minor. The majority of the accidents were, as usual, due to ^{the} negligence of the injured. 24 cases were dealt with under the Workmen's Compensation Act in the Chhindwara district, a total compensation of Rs.5,185 being paid.

Hours of Employment and Employment of Women and Children.- The hours of employment on surface workings varied from 5½ to 10 hours and those for underground work from 6 to 9 hours per day. The regulations restricting the employment of women underground are being observed in coal mines. No cases of employment of children under 13 years of age were detected.

Receipts from Mines.- The provincial receipts from mines fell from Rs. 241,066 to Rs. 231,869 owing to the continued slump in the manganese market. Of the total revenue, Rs. 46,182 was received from the manganese mines, Rs. 109,793 from coal mines and Rs.75,894 from mines of other minerals. The pit's mouth value of coal fell from Rs. 3-9-0 to Rs. 3-7-0 per ton in the Chanda district and from Rs. 4-2-3 to Rs. 3-14-0 per ton in the Chhindwara district.

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Payment of Wages Bill: Views of Bombay Millowners' Association.

The following are the views of the Millowners' Association, Bombay, on the Payment of Wages Bill, 1933, which was introduced in the Legislative Assembly on 1-2-1933 (vide pages 15-20 of our January 1933 report for text of Bill):

The Committee of the Association, in their letter to the Government, states that they had always been anxious to support legislation calculated to ameliorate conditions of the working classes, provided such legislation was drawn up on sound lines and was in conformity with the needs and requirements of this country and of the different industries affected by such legislation. But they could not help feeling that, in their anxiety to give effect to the recommendations of the Whitley Commission, Government had failed to give due weight to the arguments which could be reasonably advanced against the proposal under criticism. The question of prompt payment of wages was examined by the Government of India in 1926 in consultation with Provincial Governments. The former were then provisionally of the opinion that wages might be paid within a week of the close of the month. The views of the Committee of the Association as expressed at that time was as follows:

If the wages are to be paid by the 7th of each month, musters involving intricate piecework calculations will have to be completed by the 4th of each month at the latest. This is a sheer impossibility, unless extra staff is employed or the existing staff is made to work overtime during these four days. In either case, mills will have to incur extra expenses which they can ill afford in these times. Again, a number of mills supply cheap grain, cloths, etc., to their workmen, and such mills will be placed at a still greater disadvantage, for they will have to prepare their wage muster even earlier than the 4th of each month, as deductions on account of these supplies can only be made after the wage muster is ready.

The Association has reiterated the above view, and has stated that the difficulties pointed out in 1926 were no less real today. As regards the observation made by the Whitley Commission in their

report (vide page 237) that 10 to 15 days elapse before the worker gets his money, and that it is not infrequent for the delay to exceed 15 days, the Committee states that so far as the textile industry is concerned, this ~~xxx~~ statement is an exaggeration, for, during the past four or five years, wages have practically always been paid before the 15th of the following month. In Bombay, the workpeople are now being paid, on an average, about the 10th of every month. The Commission stated that they had been unable to find any justification for the practice of delaying the payment of wages and that, in their opinion, a long period was unnecessary for the calculation of wages. The Committee observe that the Commission in making this remark seem to have ignored some factors which, in the case of the textile industry, determined the dates on which wages are paid, such as the occurrence of festivals and the increased absenteeism which is to be found on the day following pay-day. On this account, the date of payment is generally fixed a day before a holiday or a festival day. The Committee were opposed to the Bill on these grounds. They apprehend that grave inconvenience would arise if the date of payment were to be rigidly regulated as proposed in the Bill, and they repeat that, so far as the textile industry is concerned, no case has been made out for legislation.

The Committee has made the following observations on the various clauses of the Bill:-

Clauses 5 & 6. Most of the requirements of these clauses had already been given effect to by member mills, but the ~~xxx~~ provisions incorporated in clause 5 (5) were found to be irksome to the mill staff ~~xxx~~ charged with keeping a record of fines and recoveries; nor would it be possible, as laid down in clause 5 (4), to recover fines in more than 2 instalments as the operatives might leave service after paying the first instalment. The provisions of clause 6 were in conformity with recognised practice. These, however, appeared to prohibit the practice obtaining in the textile industry of handing over spoilt cloth to the weaver if he elected to take it. The principle was admitted by the Fawcett Committee in 1929, and the following special provision was made by the Association in the

Standing Orders issued by them: "The Company shall not be entitled to debit a weaver's wages with the cost of cloth damaged by his negligence unless he elects to take it over on those terms". Government might, therefore, consider the advisability of making a special provision for the case of the textile industry.

Clause 8. Clause 8 conferred upon Local Governments the power to make rules generally for the purpose of carrying out the provisions of the Bill. The Committee had no objection to this clause if, before exercising such rule-making powers, the Local Governments consulted the interests concerned.

Clause 10(2). Sub-clause (2) of clause 10 empowers a workman himself, or an officer specially appointed under this Act, or "any person acting on behalf of the workman" to prefer a claim to the proper authorities where any deduction had been made from the wages of an employee, contrary to the provisions of ~~that~~ the Act. The Committee's experience of the various claims agencies in connection with the claims arising out of the Workmen's Compensation Act had been none too happy, and in order to prevent frivolous claims being made, they ~~were~~ strongly of the opinion that the words underlined above should be deleted.

Payment of Wages Bill: Views of S.India Employers' Federation. ✓

The following are the views expressed by the South India Employers' Federation on the Payment of Wages Bill:

The Federation, in their letter to the Government, stated that legislation of the nature proposed was highly undesirable, that matters affecting the relationship between employers and employees could best be settled by amicable discussion between the parties concerned, ~~and~~ and that, as conditions in different parts of India and in different trades varied so materially, it was almost impossible to bring in legislation which would be acceptable and beneficial to all parties. It was further pointed out that it was evident that Government had themselves foreseen this difficulty from the fact that the provisions of the Bill were intended to apply in the first instance only to factory employees and mill workers, and that, although provision had been made for the subsequent inclusion of other industrial establishments, it did not appear that the Bill should ever apply to Government employees.

Attachment of Wages and Salaries:

Views of South India Employers' Federation. ✓

Reference was made at pages 17-19 of our December 1932 report to the Circular Letter issued by the Government of India to all Local Governments and Administrations setting forth their proposals to give effect to the recommendation of the Whitley Commission regarding attachment of wages and salaries (Recommendation No.182; vide page 509 of the Whitley Report) and inviting the views of Local Governments and interests concerned on the four specific points mentioned in the Circular Letter. The following are the views expressed by the South India Employers' Federation on the four points:-

(1) Yes. Protection from attachment should be given to all employees, industrial or otherwise, drawing Rs. 100 per mensem or less, and to the first Rs. 100 of the pay of all employees drawing more than that amount per month. If this protection were given, there would be no need to define the classes referred to.

(2) The power of creditors to secure continuous attachment of salaries should be the same in the case of private employees as it is in the case of government servants.

(3) None.

(4) No changes should have retrospective effect, but there should be an express provision that the pay of public officers is attachable for debts incurred before the amendment of the law.

Implementing Whitley Recommendations;

Sir Frank Noyce meets Bombay Labour Leaders. ✓

Sir Frank Noyce, Member in Charge of Department of Industries and Labour with the Government of India, took the opportunity while he was at Bombay on 26-6-1933 to meet Bombay trade union leaders and discussed with them certain pressing labour problems.

The discussion centred mainly around the action to be taken on the recommendations of the Royal Commission on Labour regarding reduction in weekly and daily hours of work in factories from 60 to 54 and

10 to 9 hours, respectively. Representatives of the textile labour unions advocated reduction of daily hours on the grounds of health and efficiency, but stressed the importance of maintaining the workers' earnings. Mr. R.R. Bakhale, Secretary, National Trades Union Federation, expressed the opinion that increased efficiency would offset the effect of reduced hours in the case of workers on piece rates wages. The representatives of railway unions stressed the necessity for more rigorous enforcement of weekly rest in the case of intermittent workers in accordance with the draft conventions adopted by the International Labour Conference on the subject. Various other speakers ^{directed attention} pointed to disabilities under which labour worked at present consequent on increasing unemployment, ~~xxxx~~ especially among textile workers and seamen.

Miss Maniben Kara emphasised the need for improving the condition of women in textile mills and providing for greater housing facilities and shorter hours of work for dock labourers in Bombay. Mr. Bakhale also appealed for a more generous policy, both by the Central and the Local Government, in the matter of registration and recognition of unions of industrial labour employed by the Government.

Sir Frank Noyce assured the various labour leaders that he would give sympathetic consideration as far as subjects dealt with by his own Department were concerned, and would pass ^{on} ^{Re} representations made to him concerning subjects dealt with by other departments to the right quarters on his return to Simla.

On the afternoon of the same day Sir Frank Noyce, met the representatives of the Bombay Millowners' Association and discussed with them, among other matters, the demands made by the leaders of the textile labour unions.

Working of the Workmen's Compensation Act, 1923, in Burma
during 1932.* ✓

The following information regarding the working of the Workmen's Compensation Act in Burma is taken from the Report on the Working of the Workmen's Compensation Act, 1923, in Burma for the year 1932, submitted to the Government of Burma by the Director of Statistics and Commissioner of Labour, Burma:-

Legal Changes.- According to the Report, ^{no} amendments to the Workmen's Compensation Act or the Workmen's Compensation Rules were made during the year. A bill to make in the act some changes recommended by the Royal Commission on Labour in India, and some other changes introduced in February 1932 in the Legislative Assembly in India was circulated for opinion, and the Government of Burma, consulting the representative bodies in Burma upon it, reported the result to the Government of India with its own views.

Number of Workers and Compensation Statistics.- During the year under review, the total average number of adult workers employed per day in the Burmese factories coming under the operation of the Act was 93,613 as against 100,199 in the previous year. The number of minors employed also showed a fall from 619 in the previous year to 417 during the year under report. Altogether 1,187 returns were received from the employers, 18 being from establishments which are not required by the Government of India's orders to furnish returns and 127 from establishments which were not working during 1932. Of the remaining 1,042 returns, 909 related to factories, 130 to mines, 2 to the service of tramways and 1 to the handling of cargo for the Commissioners for the Port of Rangoon. Compensation was paid in 1932 for 19 cases of death, 73 cases of permanent disablement and 629 cases of temporary disablement; the corresponding numbers for 1931 were 23, 83, and 684. The total amount of compensation paid was Rs. 54,211 in 1931 and Rs. 52,263 in 1932. No payment of compensation for injuries or fatal accidents to minors or for injuries or deaths caused by occupational diseases has been reported during the year. The same was the case for 1931 also.

Workmen's Compensation Commissioners.- District Magistrates continued to be the commissioners for workmen's compensation for their respective districts except ⁱⁿ a few cases. The number of commissioners remained the same as at the end of the preceding year, i.e. 39 in Burma proper and 12 in the Federated Shan States, the total being 51.

Application before Commissioners.- The total number of cases filed during the year was 121 as against 132 during the previous year. Of these, 22, 33 and 9 related to award of compensation for

* Report on the working of the Workmen's Compensation Act, 1923, in Burma for the year 1932. Rangoon; Supdt. Govt. Printing and Stationery, Burma, 1933. Price, - Rs. 1-8=2s.3d. pp.22.

fatal accidents, permanent disablements and temporary disablements respectively, 37 to distribution in fatal cases, 16 to distribution of deposits in non-fatal cases — 12 in respect of permanent disablements and 4 in respect of temporary disablements — and 1 in respect of recovery under section 31.

(The Working of the Workmen's Compensation Act in Burma during the year 1931 is reviewed at pages 25-26 of the June 1932 report).

Crisis in Textile Industry:General Strike Threat by Ahmedabad Textile Labour Association.

The course of the development of the crisis in the textile industry and its effects on the conditions of textile workers have been reviewed in the previous reports of this Office (vide February 1933 report, et seq). The closing down of several mills in textile centres all over the country and the efforts made by owners to cut down wages had a most unsettling effect on the labour concerned. Discontent came to a head during the month under review at Ahmedabad, which ranks second to Bombay only in respect of cotton production, where the situation ~~had~~ worsened to such an extent that a general strike was expected at any moment, and ~~the~~ danger was only averted by ^{the} ~~the~~ timely action by the local Millowners' Association ~~of~~ cancelling, pending final decision by a Conciliation Board, certain wage cuts effected.

By the beginning of June it was apparent that trouble was brewing. The Laxmi Cotton Mill, which remained closed during May as the workers refused to accept a cut in their wages, reopened on 1-6-1933 with a fresh complement of workers. The old employers presented themselves for duty, but they were told that they could not be re-entertained as they were members of the Labour Association. The Labour Association brought the matter before the Millowners' Association and appealed for a settlement by arbitration. In the meanwhile, it called upon the workers to reduce their expenses to a minimum and to save as much as they could, since the Labour Association apprehended a crisis involving a general strike. The Millowners' Association, in its reply to the Labour Association, ~~promised~~ pointed out that the Laxmi Mill management had acted in a constitutional

manner and that the right of the Mill authorities to refuse to re-engage discharged and paid-off workers could not be challenged.

A more serious cause for disagreement between the Labour Association and the Millowners' Association was furnished by the question of wages of weavers which were reduced in a number of mills. Three mills belonging to Seth Chama~~lal~~ Parekh, President of the Millowners' Association, closed down on 10-6-1933 on the ground that the operatives of the weaving departments downed tools because of the cut. The operatives' case for striking ^{was} ~~is~~ that they have not been accepting wages for the last three months as a protest against the reduction in their wages and that they were refused advances to meet their expenses. One of the three mills, however, agreed to pay the advances demanded and cancelled the notice of closure. Similar wage cuts in a number of other mills made the Labour Association to apply to the Millowners' Association on 13-6-1933 to take early steps to restore the "unconstitutional cut" in the wages of the weavers and ~~the~~ ^a list of nine mills where such cuts were effected was ~~also~~ supplied to the Millowners' Association. It may be pointed out in this connection that in the Weaving Departments of the Ahmedabad Mills, rates of wages are not standardised as they are in the spinning sections. The letter of the Labour Association pointed out;

"There ~~are~~ unmistakable signs that if matters are allowed to drift any further, a situation is likely to develop which both the Association and the Union will find most unwelcome and embarrassing. In view of the fact that the situation is becoming increasingly tense and complicated, the Association is requested to give its final reply before the expiry of the week".

On 19-6-1933, the Millowners' Association held an emergent meeting and informed the Labour Association that they were prepared to place their case before a Conciliation Board according to the constitution and procedure followed by them for the last 12 years, and

failing that they were prepared to agree to arbitration. To consider this letter the Labour Association also held an emergent meeting and discussed the various points in consultation with the local labour leaders, ~~in view of the conciliatory attitude adopted by the Millowners' Association.~~ It was decided to give three more days to the Association to decide on its course of action and to take a ballot of all members of the Labour Association in the meanwhile. On 20-6-1933 a settlement was arrived at between the Ahmedabad Millowners' Association and the Textile Labour Association on the question of restoration of the wage cut of weavers in six of the nine mills, the dispute about three mills having been settled already. The operatives of the six mills, who had gone on strike, resumed work on the 20th itself. The following is the text of the terms of the settlement:-

"Weavers' wages in the six mills concerned should be paid henceforth according to the scale in force prior to the enforcement of the new scale. Retrospective effect to the restoration in respect of the period that had elapsed since the introduction of the new scale should be given in such a manner as a committee consisting of Sheth Narsidas, mill agent, and Mr. Shankarlal Banker, labour leader, may decide".

It is understood that the Millowners' Association and the Textile Labour Association will proceed at an early date with the standardisation of the workers' wages in all the mills and failing a mutual agreement, the question of standardisation will be referred to arbitration.

Textile Labour Situation at Other Centres.

✱ Bombay.- In spite of the increase in cotton tariff, conditions in Bombay showed no improvement. The number of millhands unemployed in the City at the beginning of the month under review registered a

decrease by 5,000. Out of 70 mills which were working on January 1 last with 140,000 operatives, six mills, employing nearly 11,200 workers, were closed at the beginning of June on account of depression in trade as against nine mills which remained closed during the first week of May last. The situation, however, rapidly deteriorated and on 3-6-1933 a number of cotton mills belonging to the Sassoon group gave notice of reduction of the "dear food" allowance from 80 to 50 per cent with effect from 16-6-1933, in addition to the cut in wages already effected. The workers were given the option of accepting this reduction or to work on the four-loom system. A short-lived strike followed in one of the mills affected. Present indications go to show that the attempts made by the Girni Kamgar Union during the past few months to bring about a general strike of the textile workers in Bombay are not likely to succeed, though sporadic strikes are of frequent occurrence. The number of unemployed workers in the textile industry is estimated at 20,000.

at Baroda week of June-
Baroda.- The strike in the old Jhaveri Laxmi-Chand Mills since March last, which occurred as a result of a reduction in wages, ended on 1-6-1933 through the intervention of the Acting Diwan of Baroda. The strikes in a few other mills over questions of wages were settled by agreement at the beginning of the month, the management agreeing to refer matters to arbitration.

Indore.- The strike in the five mills in Indore which started since 1-4-1933 continued during May and the first three weeks of June. The Ahmedabad Textile Labour Association requested the state authorities to apply the Indore Trade Disputes Act, passed recently, for bringing about a settlement. In pursuance of this appeal, the Prime Minister of the State urged the mill authorities on 9-6-1933

to accept State arbitration, but the latter rejected the offer on 12-6-1933. Ultimately, through pressure, exerted by the Ahmedabad Labour Association, the dead-lock ended and the millowners were persuaded to agree to arbitration by the Prime Minister. The owners have agreed to pay 50 per cent of the original wages to the workers on an appointed day; the remaining 50 per cent or whatever is decided by the Prime Minister of Indore will be paid after a decision is arrived at.

Other Centres.- Labour disputes and notices of mill closures are also reported from Nagpur, East Khandesh, Gwalior, Bhavnagar and Bewar;

Forced Labour in Central Indian States;1st C.I. States Oppressed People's Conference, Jhansi, 1933.

The 1st Central Indian States Oppressed People's Conference was held at Jhansi from 2 to 4-6-1933 under the presidentship of Mr. Hazarilal Jaria of Indore. Representatives from Rewa, Jhabua, Chhatarpur, Bagli, Tikamgarh, Sarila, Panna and other States attended the session.

The session was opened by Mr. Beni Prasad Srivastava, President and Director, the Servants of the Indian States People Society, Jhansi, and Chairman of the Reception Committee. In the course of his speech he emphasised the necessity ~~for~~ holding the Conference and explained its objects and also the difficulties of the States' People in coming to such conferences owing to the activities of the States' Police to prevent them from doing so. In his presidential address, Mr. Hazarilal Jaria referred to the utter neglect of public opinion by the Princes and to the adverse effect of this on their people. "It is so", he said, "because they (the princes) are not responsible to their people and because they are responsible only to the Political Department of the Government of India".

The Conference passed a number of resolutions about the more pressing needs of Indian States, such as urging introduction of responsible government in the states, limiting the privy purse of princes, etc. The Conference also gave special attention to the prevalence of forced labour in several of the states. It was ~~now~~ asserted at the Conference that forced labour, amounting almost to slavery, existed in the following states:- Rewa, Maihar, Sohawa, ~~Koya~~ Koythi, Panna and several small Baghelkhand States. One of the resolutions passed brought to the notice of the rulers of the

above states that exactions of forced labour in local forms known as begar, rasad, or harwaha prevailed in them and urged that immediate steps should be taken for the abolition of this evil.

Industrial Organisation.

Employers' Organisations. ✓

30th Indian Railway Conference Association; Date and Agenda.

The 30th session of the Indian Railway Conference Association will be held in Simla, commencing on 11-10-1933. Mr. H.A.M. Hannay, Agent of the E.I. Railway, will preside and the Conference is expected to be attended by representatives of all the principal railways in India. The agenda is a short one and includes a proposal by Mr. Jarrad, Agent of the Bengal Nagpur Railway, for the re-organization of the Association, and also suggestions for the general revision of the classification of goods, rail-road competition and reports of the mechanical, electrical and medical sections of the Association.

The 29th session of the Association was held at Simla on 8-10-1932 under the presidentship of Mr. V.E.D. Jarrad (vide pages 32 to 34 ^{of our October 1932 report} for a review of the proceedings).

Economic ConditionsIndustrial Ministers' Conference at Simla: Items on the Agenda

Reference was made at pages 36-37 of our May 1933 report to the Conference of Ministers in charge of Industries and Provincial Directors of Industries which is scheduled to be held at Simla on 13-7-33. The following are the items on the agenda of the Conference:-

- (1) State aid to industries; (2) Development of cottage industries and marketing products with particular reference to handloom industry; (3) Encouragement of exhibitions and industrial fairs;
- (4) Co-ordination and development of statistics bearing on industries;
- (5) Preparation of industrial directories; (6) Issue of an all-India industrial journal; (7) Technical scholarships abroad; (8) Middle class unemployment; (9) Co-ordination of industrial research; (10) Value of cheap electrical power to rural development; (11) Private enterprise vis-à-vis Government institutions, including jails; (12) Preparation of annual reports of Industries Departments on uniform lines and (13) Utilisation of services of Trade Commissioners.

Development of Cottage Industries in Delhi;Ward Welfare Committee's Scheme. ✓

Steps have been taken by the Ward Welfare Committee, Delhi, to organise and develop cottage industries in Delhi for which markets and material are available at hand. The Committee have decided to organise the home industries on modern lines and, it is hoped, that these industries will furnish opportunities for the educated young men of the province to earn an honest and independent living. The following are the industries selected for the purpose, which are particularly suitable to the conditions obtaining in Delhi and the

province; (1) Cotton and silk weaving; (2) Rope-making; (3) Mat weaving; (4) Niwar-making; (5) Durree-weaving; (6) Thread-balling; (7) Textile printing; and (8) Poultry farming. It is also proposed to assist the cottage worker in the matter of supply of raw materials and marketing of his finished products. The supply of the requisite mechanical ~~xxxx~~ appliances is proposed to be done on the hire-purchase system.

Future of Indian Jute Industry; Jute Mills Association

Sub-Committee's Report. ✓

The Committee of the Indian Jute Mills Association appointed a sub-committee some time back under the chairmanship of Mr.H.H.Burn, M.L.C., to enquire into the sources of the growing competition which ^{the} Bengal jute industry has been experiencing for the past few years. The report of the sub-committee stresses the fact that the market for jute goods has been and is being ~~is~~ definitely affected by competition. It declares that unless effective measures are taken ~~at~~ ^{an} early ~~at~~ date to retain the trade which the industry now holds, to regain some of the markets which have been lost to substitutes, and to explore other avenues for new business, the jute mill industry of Bengal will be faced with the prospect of a gradual but steady decrease in the use of the fabric which it produces.

Principal
Competitive Substitutes.- The sub-committee's investigation of the subject leads them to the conclusion that even a return of more normal times will not necessarily result in restoring the trade to its former condition of prosperity, unless active measures are taken by the jute mill industry to improve the quality of its output in response to the demands of its consuming markets and to seek ways and means of fortifying itself against the inroads which have been made upon it by substitutes. The principal sources of competition at the present time are paper, cotton, grain elevators for handling

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wheat in bulk, sisal, hemp, flax, and miscellaneous fibres.

Undermined Position of Jute.- For main reasons are adduced for the inroads which substitutes have made upon the jute industry. Of first importance, are cheapness and stability of price, both of which are illustrated particularly in the case of paper bags which have kept at a comparatively steady price level, whereas jute bags have been subject to frequent and wide fluctuations. The other reasons which may be advanced are (a) better durability, as in the case of cotton and sisal, and (b) the desire of certain countries to utilise their internal resources wherever possible to the elimination of jute and jute fabrics.

Need for Finding New Outlets.- The situation, according to the report, may be eased by commodity prices returning to the relative proportions they held before the present period of depression, so placing jute in its former position of being the cheapest packing material in the world. At the moment, the mills are producing very far below their total capacity, and if ever the jute mill industry is to work anything approaching full time again and to prosper as it has in the past, the mills must take active steps to retain their existing business and to seek new uses and new outlets for their fabrics.

Improvement in Quality and Expansion of Market.- The two points which the sub-committee emphasise in their report are (1) the necessity for improving the quality of the manufactured jute goods and (2) the necessity for taking pains to retain the present markets and to capture fresh markets. The complaints received re. the latter call for investigation on scientific lines. Scientific researches on problems like treatment of fabric to prevent shedding of particles of jute and to render the cloth water-proof, the analysis of batching and dressing mixtures so as to avoid objectionable smells, chemical action weakening the material, mildew, discoloration, etc., should be conducted. The report recommends that for individual mills to experiment in this direction would doubtless prove expensive, but spread over the industry as a whole the cost would not be prohibitive of maintaining a department to deal with the problems of research and expansion of markets.

As regards the question of the expansion of market for jute goods, the report says that the Calcutta mills already enter all markets on which there is a demand for jute goods on a large scale; and while the primary concern undoubtedly is to concentrate on developing and fostering these markets, the industry in its present condition cannot afford altogether to ignore the possibilities which exist of making use of other outlets for its goods, however small these may be in relation to the trade as a whole. The majority of the Calcutta mills are not at the present time equipped to manufacture special makes such as linoleums, hessian and intricately designed carpets; but progress in this and other directions is not impossible of achievement. It is a matter for consideration how far it should pay the Calcutta mills to branch out into lines such as curtains, furniture coverings, carpets, rugs, etc. The demand for cheap goods in this and other directions is world-wide and the mills, it is felt, should do their utmost to take advantage of this position. In this connection attention is invited to the use of Jute in road construction, which forms a potential market for hessians, and which has

been the subject of a recent experiment ~~x~~ in Calcutta.

Advisory Committee in London Suggested.- The concluding portion of the report deals with problems of research, statistics, information and representation abroad, ~~in the course of which~~ ^{it} is observed the manufacturing side of the industry certainly lacks an organised system of following up the uses to which its products are ultimately applied, and it has so far made no endeavour either to keep in direct touch with consumers or to push the sale of its goods in competition with others. There is, for instance, no organised body in a centre such as London which the industry can consult direct on questions affecting its interests. There are in the United Kingdom many men who have spent a considerable part of their lives in the jute industry in Calcutta and whose continued interest in its welfare would make their services in an advisory capacity of great value to the mills. The Sub-Committee accordingly suggest the formation of a London Committee, whose functions would be purely advisory and whose duties would comprise the collation of information which would help in retaining and expanding the business of the mills.

This Advisory Committee would have no say in the determination of the working policy of the mills in India; it would exist as a purely advisory body which would, among its other duties, get into touch with the manufacturers who have complaints to make or ~~were~~ ^{are} considering the possibilities of developing new containers, with a view to ensuring the co-operation of the Indian jute mill industry in these respects.

Travelling Agents.- Functions of the same type would require to be performed in other parts of the world, for instance in the United States of America, Argentine, Canada, Australia, New Zealand, the Straits, and the Continent of Europe. For this purpose the Sub-Committee recommend the employment abroad of travelling agents with an intimate knowledge of the trade.

Development of Indian Sugar Industry: Conference at Simla.

According to a communiqué issued by the Government of India on 13-6-1933, the Government of India has decided to invite the ~~Ministers~~ ^{Ministers} of Agriculture and Industries and their technical advisers from important sugar producing provinces and Indian States to attend a Conference at Simla on 10-7-1933 to consider how ^{the} orderly development of the sugar industry, which has expanded with remarkable rapidity, can best be secured with special regard to the interests of the sugarcane grower. Unofficial representatives of agricultural and sugar-manufacturing interests in certain provinces are also being

invited to the Conference through Local Governments. It is the intention of the Government of India that the discussion at the Conference should relate to the consideration of the following questions:-

(1) Whether the present rate of the development of the sugar industry is satisfactory or excessive, or inadequate; (2) whether benefits from the protection granted to the industry are being fairly distributed between different interests; (3) whether it is desirable and practicable to regulate relations between sugarcane growers and sugar manufacturers either by fixation of cane prices and zoning and licensing of factories, or other means; and (4) whether any legislation is necessary for a better regulation of the Indian sugar industry.

This Conference is ~~altogether~~ distinct from the Industries Conference (Vide page 47 of this Report) which is purely official and is designed principally to enable the Ministers responsible for administering industries to meet and discuss various industrial questions confronting them. The latter Conference ^{will} commence on 13-7-1933 and will not deal with any question particularly related to the ~~the~~ sugar industry.

Textile Crisis; Further Protection Evokes Boycott Threats
from Japan.

In the monthly reports of this Office for April and May references were made at pages 48-52 and 40-42 respectively to the textile crisis precipitated by Japanese 'dumping' of piece goods. Conditions in the industry had reached such a low ebb that there were talks of several mills in Bombay being compelled to go into liquidation. The position was further worsened by the persistent rumours of a new Indo-Japanese trade agreement and the lack of authoritative information about the clauses of the proposed agreement. On 6-6-1933, however, ~~not a day too soon,~~ the Government of India announced the increase of specific import duty on plain grey piece goods, of non-

British manufacture, from $5\frac{1}{4}$ annas per lb. to $6\frac{3}{4}$ annas per lb. and of the ad valorem rate from 50 per cent to 75 per cent. The communique announcing the increase in tariffs also declared that the Government of India were prepared to enter into discussions with Japan for bringing about a solution, satisfactory to both parties, of the problem of Indo-Japanese trade and ^{has readvices to} invited the Japanese Government to send representatives ~~to~~ for the purpose to India.

The announcement of the increase in tariffs raised a storm of protests from Japanese textile interests and, in retaliation, Japanese spinners resolved to boycott Indian raw cotton. The following are extracts from a statement issued by the Japan Cotton Spinners' Association on the subject:-

"Firstly, the 75 per cent ~~an~~ ad valorem duty recently levied by India on the Japanese cotton goods is thrice higher compared with the duty on British goods, which is an astonishingly discriminatory and prohibitive tariff.

Secondly, two months ago, India disregarded international faith denouncing the Trade Convention without negotiation and last week again disclosed insincerity by abruptly ~~raising~~ raising the tariffs while negotiations were proceeding for the conclusion of a new treaty.

Thirdly, India's explanation that the raising of the duty to 75 per cent was the inevitable result of the decline in the yen is completely unjustified, because the Japanese spinners' advantages were nullified by using raw material imported at a most adverse price as the result of the decline of the exchange.

Fourthly, against India's frequent discriminatory measures and unfriendly attitude, Japanese spinners had patience till today, anticipating the successful results of negotiations by the Government.

Fifthly, India's reckless action is most regrettable in practically prohibiting Japanese goods and ignoring official negotiations especially when the World Economic Conference was opening with the object of eliminating trade barriers. India's attitude obliged Japanese spinners to take the undesired action of suspending the purchase of Indian cotton, which will be continued indefinitely irrespectively of advantages or disadvantages until the Indian and British Governments modify their attitude".

This, however, had not the desired effect of browbeating the Indian Government and the industrialists, since well-informed opinion here and in England has characterised the threat of boycott as mere

"bluff". Moreover, the force of the boycott, even if it is going to materialise, is weakened by the fact that Japan has even before the crisis been consistently pursuing a policy of reducing her cotton purchases from India and increasing her purchases from America. In ^{raw cotton} 1930 imports from India were 147,000,000 yen and from America 176,000,000, while in 1932 imports of raw cotton from India were 91,000,000 yen against 320,000,000 from America. To give effect to the boycott of Indian cotton, Japanese spinners, according to a cable dated 10-6-1933 from Tokyo, have already begun making ~~an~~ arrangements for substituting Indian cotton with a mixture made ~~of~~ up of cheaper grades of American cotton and Chinese cotton. Whatever may be the reactions of the increase in duties announced by the Government of India, no one in India appears to be particularly pleased at what has happened in this matter. The effectiveness of the increased duties is doubted by the industrialists in the country, and demands for their enhancement may be expected before long. Again, it is not only the loyal free trader who feels that the industrialist is making too much of the running over the heads of the consumers. In the third place, nationalist industrialists have expressed the opinion that the increased tariffs ~~are~~ are intended more to give indirect help to Lancashire than to protect the Indian textile industry, since, according to them, the protection afforded to the Indian industry by the increase is inadequate.

The Japanese Government have up to now taken no action on the invitation of the Indian Government to open negotiations for an Indo-Japanese Trade Treaty. On 21-6-1933, news reached India that the Japanese Government are planning to send a delegation to India to settle the present trade difficulties. The delegation is expected

to be composed entirely of officials representing the Japanese Government, and is likely to visit Simla before the ensuing August Assembly session begins. It is also understood that it is not unlikely that some leading businessmen of Japan will also visit India at the same time to have an informal exchange of views with the members of the Central Legislature.

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The Punjab Economic Conference: Servants of the Punjab Society
formed. ✓

Since the opening of the World Economic Conference, the idea of working out the economic salvation of any set of people by mutual consultation at conferences, committees or by other methods of common collaboration, seems to have caught popular imagination in this country and the Punjab has given concrete expression to this feeling by calling together a meeting of public spirited workers at Lahore on 13-6-1933 under the presidentship of Maulana Abdul Majid Atiqui. The problem under discussion was how to solve the present economic depression in the Province. After a long discussion, it was decided to form a society to be known as the Servants of the Punjab Society. It was resolved that the Society should devote its entire energy towards the solution of ^{such problems as} trade depression, poverty of the peasants and unemployment of the workers. A committee was formed to organise the Society and to draw up its constitution.

The following resolution was then passed unanimously: "This meeting welcomes the appointment of the Economic Enquiry Committee (by the Punjab Government) and urges upon the Committee the following points:-

- (a) ^{In view of} The increasing unemployment among the educated and the working classes, the Government should start projects such as the Bhakara Dam, construction of new railway lines in the Punjab and construction of roads and other public works.
- (b) Considering the financial difficulties of the workers and peasants, the Government should issue a moratorium against all their debts for the next five years.
- (c) Considering the unemployment amongst the educated people, a lease of free-hold land should be provisionally granted to such people for agricultural purposes and tuqqavi (agricultural loans) should be given for additional expenses to such people.
- (d) Factories for the manufacture of clothes and other requirements of the Punjab should be started and the import of non-Punjab goods into the Punjab should be reduced to a minimum.

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Co-operation.

Overhauling the Co-operative Movement in Bombay:

Informal Government Conference, Poona, 1933.

The co-operative movement in the Bombay Presidency has, in recent years, been facing a serious crisis. In view of the grave conditions prevailing, the Bombay Government had recently appointed a Committee, called the Thomas Re-organisation Committee, for making a thorough inquiry into the working of the co-operative societies in the Presidency and to make recommendations for overhauling the system. Subsequent to the presentation of the report of this Committee, 21 members of the Bombay Legislative Council requested the Government to convene an informal conference of the leaders of the movement to consider the recommendations made in the Thomas Committee Report. Accordingly the Bombay Government convened a conference which was held on 2 and 3-6-1933 at Poona. As the subjects discussed at the Conference are of general interest, and as the defects of the Bombay co-operative movement are fairly illustrative of the ills afflicting the movement in the other presidencies, a brief summary of the discussions is given below:-

General Deterioration in Conditions.- The discussions showed that the following were the main defects of the movement:-

(1) The underlying purpose of the movement is not only to improve the economic condition of the poorer classes, but to effect this by instilling in them the moral qualities of thrift, self-help, and mutual aid. It has been felt that despite the imposing structure rising tier upon tier from the foundation of primary societies to the apex of the provincial bank, presented by the movement, the spirit has left it.

Accumulation of Arrears.- The financial position of the co-operative credit societies was extremely disquieting. During the past twenty years the amount of loans granted has grown rapidly, but the growth of arrears of payment has been even more rapid. The culminating point was reached in 1932, when out of a sum of Rs.36.2 millions due for repayment, no less than an amount than Rs.28.3 millions or 78 per cent. was in arrears, of which Rs. 17.3 millions or 48

per cent. of the total were unauthorised ~~loans~~ arrears. With the tremendous fall in prices in the past year or two, the cultivator obviously has great difficulty in meeting his liabilities to the credit societies, but this unfortunately is not the whole explanation. The percentage of unauthorised arrears which was under 10 in 1919-20, had risen to nearly 30 in 1926-27, long before the present depression began to make itself felt.

Consideration of Reorganisation Committee's Proposals:- The following are among the important recommendations made by the Thomas Reorganisation Committee to arrest the deterioration of the movement.

(1) No new societies to be registered.- Government should discourage all propaganda in favour of opening new societies and, except in exceptional cases, should refuse registration to new societies until the position of those in existence has been consolidated.

(2) Liquidation of weak societies.- Only such societies should be allowed to continue as are likely to gain financial stability within a reasonable period, and ~~that~~ other weak societies should be liquidated.

(3) Revision of Supervision Arrangements.- The existing arrangements for supervision of accounts should be abolished and sub-auditors should be appointed by Government for the purpose of audit and supervision until the condition of societies has been rehabilitated.

(4) Exemption from Registration and Stamp Fees to Cease.- Societies should no longer be exempted from ~~xxx~~ registration and stamp fees, and that the whole cost of audit, including leave and pension liabilities, be made recoverable.

(5) Recoveries through Land Revenue Authorities to Cease.- The existing privilege accorded to co-operative societies of securing recoveries of dues as arrears of land revenue through the government revenue authorities should be stopped. Statistics showed that in the case of a large number of societies 90 per cent of the claims for recoveries were handed over to the revenue authorities for execution. This was against the original idea behind the provision of such facilities which were ~~to~~ to be resorted to only in exceptional circumstances.

(6) Dividends to be reduced from 10 to 7½ per cent.- All co-operative banks should be required to pass a bye-law limiting the dividend payable to 7½ per cent. with a provision for carrying 2 per cent every year to a dividend equalisation fund. The law at present limits the dividend payable to 10 per cent. It is also suggested that banks which decline to pass this bye-law should be deprived of the privilege of exemption from income tax, registration fees and stamp duty.

(7) Travelling Allowances of Honorary Organisers to be Stopped. In view of the fact that expansion is not desired at present, the payment of travelling allowances to honorary organisers of societies should be stopped.

The Governor of Bombay, who addressed the meeting at its opening session, directing the attention to the need for a thorough overhaul of the co-operative system said:-

"The success of the movement is not to be judged from the grandeur of the co-operative structure, however imposing it may appear, but from the extent to which the members of primary societies have really and truly assimilated the principles of co-operation and applied them in the day-to-day working of the society. The villagers are, and must remain, as far ahead as we can see in an agricultural country like India, the basis on which the success of any constitutional developments must depend. Unless and until the villagers take an intelligent interest in the affairs of the country, any constitution based on democratic principles must fail. Nor do I think there can be any training in citizenship better than the complete incubation of true co-operative principles. The movement shows certain signs of deterioration, and this is causing anxiety to all concerned. It is for you, to assist Government in ascertaining how far the movement in its present form has strayed from the true principles of co-operation, and, if necessary, to suggest how improvements can be effected".

The discussions at the Conference showed that among non-officials there was considerable opposition to the adoption, in their entirety, of the proposals of the Thomas Committee. Opposition was strongest on two proposals; (a) that the facilities for recovery of arrears through the land revenue authorities should be cancelled, and (b) that sub-auditors should be appointed by Government for purposes of audit and supervision till the general condition of societies has improved. Voluntary workers present at the Conference pointed out that the movement is entirely non-official and any move which would tend to officialise it was to be deprecated.

The Government of Bombay is at present engaged in considering the need for amending the Bombay Co-operative Societies Act in the light of the Thomas Committee proposals and the discussions at the Poona Conference. No immediate action, however, may be taken as it is felt that a final decision should be reached only when more normal economic conditions are restored.

Women and Children.Training in Borstal and Reformatory Schools, Calcutta, 1932.

The following information regarding the working of Borstal and Reformatory Schools in Bengal during 1932 is taken from the report by the Government of Bengal on work connected with the Bengal Children Act, 1922, the Calcutta Suppression of Immoral Traffic Act, 1923, the Reformatory Schools Act, 1897, and the Bengal Borstal Schools Act, 1928, for the year 1932.

Administration.- The Education Department of Bengal is entrusted with the administration of the Bengal Children Act, the Calcutta Suppression of Immoral Traffic Act, the Reformatory Schools Act and the Bengal Borstal Schools Act. The Bengal Children Act extends only to the town of Calcutta, the suburbs and the port of Calcutta, the Municipality of Howrah and certain other areas in outlying districts. The Calcutta Suppression of Immoral Traffic Act extends to the town, the port and the suburbs of Calcutta. The Reformatory Schools Act only applies to that part of the province to which the Bengal Children Act has not been extended.

During the year under report, 196 children were dealt with by the Central Juvenile Court, Calcutta, 17 under the Bengal Children Act, 40 under the Suppression of Immoral Traffic Act and the rest under the Indian Penal Code, Criminal Procedure Code and other Acts.

Reformatory Schools.- The Reformatory Schools for boys and girls, Industrial Schools for boys and places of suitable custody under clause 28(1) of the Bengal Children Act were (1) the Reformatory and Industrial Schools for boys at Alipore, maintained by Government; (2) Reformatory School for girls -- the Salvation Army Women's Industrial Home at Entally; (3) Places of Suitable custody -- (a) Govinda Kumar Home, Panihati, (b) Salvation Army Women's Industrial Home, Entally, and (c) Calcutta Protestant Home for Girls, commonly called the Fendall Home.

Reformatory and Industrial School (for Boys), Alipore.- On 31-12-1932 the ~~was~~ number of boys in the Reformatory School was 153 against 193 and 207 on the same date in 1931 and 1930, respectively, and in the Industrial School 46 against 43 in 1931 and 38 in 1930. The total number in the two schools, therefore, decreased by 245 in 1930 to 236 in 1931 and 199 in 1932; this decrease is attributed

to the development of the probation system by the Magistrate of the Juvenile Court. There was one Anglo-Indian in the school, otherwise all were Indians, 113 being Hindus, 74 Moslems and 11 Christians. Primary education is imparted up to class V and the boys also receive training in tinsmithy, ~~xxx~~ blacksmithy, tailoring, carpentry, and weaving. The results of the annual examinations were good.

Gobinda Kumar Home, Panihati.- This home is intended for the reception of Indian girls dealt with under the Calcutta Suppression of Immoral Traffic Act and the Bengal Children Act. The capacity of the home is 95 girls. In 1932, there were 79 girls, all Hindus, varying from 3 to 14 years of age as against 88 in 1931; 69 of them were Bengalis. All of them were dealt with under the provisions of the Calcutta Suppression of Immoral Traffic Act, except 10, who had been sent to the Home under the Bengal Children Act. There is a primary school attached to the home with class III as the highest class. In addition to doing all the house work, the girls were taught needle-work, cane-work, weaving and chutney making.

Society for the Protection of Children in India.- The society renders assistance to children taken under its protection by arranging for their guardianship, by placing them in suitable schools, and in various other ways. It dealt with 653 fresh cases in 1932 as against 737 in 1931. Of these, 143 were Indians, 103 British, 363 ~~Anglo-Indians~~ Anglo-Indians, 12 Jews, 15 Armenians and 17 of other nationalities. The society placed 122 of these children in schools or institutions, handed 23 back to their guardians and undertook the protection or guardianship of 68. During the year 3 children were committed to the care of the society by the Court under the Immoral Traffic Act and 2 under the Children Act. The Society received a maintenance grant of Rs. 1,600 from Government in addition to Rs. 1,070 as capitation grants. The total expenditure of the society for 1932 was about Rs. 30,000.

Bengal After-Care Association for Juveniles and Adolescents.- The Bengal After-Care Association for Juveniles and Adolescents was formed in Calcutta in 1928 to find employment for boys released from the Borstal and Reformatory Schools, to prevent them from relapsing into crime, and generally to help them to become useful citizens. The association continued to work on these lines. 204 boys were admitted to the hostel in 1931 and 248 in 1932. Of these 248 boys, 177 were received from the Borstal School, Bankura, the Reformatory and Industrial Schools, Alipore, and the Reformatory School, Hazari-bagh, 69 from prisons and 2 from the Chief Presidency Magistrate's Court. The inmates were taught biri-making and tinsmithy.

(Summarised from the Supplement to the Calcutta Gazette, of 17-6-1933, No.25, pages 731-735).

(The Report on the Working of the Acts reviewed above in Bengal during 1931 was reviewed at pages 61-63 of our December 1932 report).

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Agriculture.

Rural Uplift in Bihar: Proposed Institute of Rural
Reconstruction at Ranchi. ✓

Particular attention has been paid to rural uplift work in Bihar for some time past as a result of which a scheme for the establishment of a provincial Institute of Rural Reconstruction has recently been chalked out. The scheme, which is sponsored by the Chota Nagpur Divisional Co-operative Federation Board, it is understood, has been forwarded to the Co-operative Department of the Bihar and Orissa Government for their sanction.

The proposed Institution of Rural Reconstruction is to be situated at a rural centre called Silli in Ranchi District, where the Chota Nagpur Co-operative Agricultural Colony, Limited, have offered the land necessary for the purpose.

The training to be given at the Institute will be such as to equip middle class young men to settle down in villages and earn a ~~king~~ simple living from the soil. This is bound to help materially the solution of the unemployment problem. The framers of the scheme count upon Government support for this scheme in the interests of rural welfare.

Maritime Affairs.Minimum Age for Dock Workers:Bombay Port Trust's Views. ✓

Reference was made at pages 57 to 58 of our March 1933 report to the views communicated by the Chairman of the Bombay Port Trust to the Government of Bombay on the recommendations of the Whitley Commission re hours of work and conditions of employment of dock labourers.

The Director of Information and Labour Intelligence, Bombay, in replying to the Chairman of the Port Trust stated that if the difficulties in the way of accepting the Royal Commission's recommendations as to hours and overtime were insuperable, the only suggestion of the Commission with regard to dock labour which would remain for consideration would be whether the minimum age for employment in ports should be raised from 12 to 14. The question would thus arise whether it was worth while transferring the responsibility for enforcing this restriction from the "port officers who are also conservators of the port" to the factory inspectorate. The Director enquired ~~as to~~ what the measures adopted to enforce the present restrictions as to minimum age were, whether they worked satisfactorily, whether they involved any additional cost and whether there was any objection to the same measures being applied to secure the enforcement of a ~~12~~ 14-year minimum. The Chairman of the Port Trust in reply stated that he was in favour of not only the enforcement of future legislation dealing with child labour, but also of the necessary inspection being invested in the Factories Inspectorate

Alternative Suggestion for Internal Inspectorate.- The Committee of the Bombay Chamber of Commerce ~~has~~ ~~therefore~~ ~~asked~~ in addressing the Port Trust on the question, has drawn attention to a letter addressed by the Bengal Chamber of Commerce to the

Government of Bengal in February last (vide pages 73-75 of our April 1933 report for a summary of their views) in which the former pointed out that inspection by the factories department might operate to endanger the good relations which existed between employers and employed and that intervention on the part of the factory inspectors was unnecessary. The Committee of the Bombay Chamber has, therefore, asked for the views of the Chairman of the Port Trust on the feasibility of the Trust instituting an alternative form of internal inspectorate under which, for instance, the Port Department Inspector might, in addition to his other duties, be deputed to issue licenses to contractors in the wet docks and in the harbour and be responsible for the enforcement of the conditions under which the licenses were held.

Migration.Colonising Indians in South Africa; Committee of InvestigationProposed. ✓

It will be remembered that as the result of the Conference held at Cape Town early in 1932 between representatives of the Government of India and those of the Union of South Africa it was agreed that the Government of India would co-operate with the Union Government in exploring the possibilities of a colonisation scheme of settling Indians both from India and South Africa in other countries, and that in this investigation, which at the time was expected to take place during the course of 1932, a representative of the Indian community in South Africa would, if the community so desired, be associated. (vide pages 61-63 of our April 1932 report). As the object behind these colonisation schemes is to get the Indian settlers in South Africa out of the country, opinion among Indians in South Africa and in India has, in the main, been against the proposed colonisation schemes (vide pages 62-63 of the May 1933 report).

According to a communiqué issued by the Government of India on 15-6-1933, it is understood that the Union Government recently decided to appoint a committee to undertake a preliminary investigation in South Africa, with the following terms of reference:-

"To undertake preliminary investigation in South Africa in connection with the proposal set forth in paragraph 3 of the agreement arrived at by the 1932 Round Table Conference for exploration of possibilities of a colonisation scheme for settling Indians from India and South Africa in other countries, and to report as to the country or countries in which further investigation as to the successful operation of such a scheme might advantageously be made, having regard to the political, climatic, and economic conditions in such a country or countries and as to the extent to which Indians in the Union would participate therein".

The Committee will consist of Mr. James Young, a former Chief Magistrate of Johannesburg, Mr. G. Heaton Nichollas, M.P. and Mr. Kincaid,

Commissioner for Immigration and Asiatic Affairs. A representative of the South African Indian Community will also be invited to be a member of the Committee.

The Committee has now been appointed by the Union Government and its ~~xx~~ activities will be limited to reporting, within its terms of reference, as to the possibilities of Indians in the Union participating in any scheme of colonisation in countries which the committee might recommend as suitable, for investigation as to a successful operation of the colonization scheme. The recommendations of the Committee will be communicated to the Government of India for consideration and no decision as regards the countries where such exploration should be undertaken or personnel or terms of reference of a commission to which such an investigation, if decided upon, should be entrusted, will be taken until the recommendations of the Committee now appointed by the Union Government have been considered by the Government of India. The Government of India have informed the Union Government that their Agent and his staff will be at the disposal of that Government and the Committee now appointed for ~~giving information~~ ^{such} help as might lie in their power.

Indian Migration to Malaya and Ceylon - 1932* ✓

The following information regarding the migration of Indians to Malaya and Ceylon and the general conditions of labour in these countries is taken from the Annual Report on the Working of the Indian Emigration Act, 1922, in the Madras Presidency for the year 1932, submitted to the Government of Madras by the Commissioner of Labour, Madras.

*Annual Report on the Working of the Indian Emigration Act, 1922 for the year 1932. Bangalore: Printed at the Mysore Residency Press,

According to the Report, during the year under review, emigration for unskilled work was permitted only to the countries of Malaya and Ceylon as in the previous year. Madras and Negapatam were the ports of embarkation for emigrants to Malaya, and Tuticorin and Dhanushkodi were the ports of embarkation for emigrants to Ceylon. In 1932, no emigrants went to Ceylon through Tuticorin, but for indigent immigrants (3 males and 1 female) who were repatriated, returned by that route.

Staff Responsible for the Protection of Emigrants.- The following officers were responsible for the protection of emigrants: In Madras, the Special Officer for Assisted Emigrants from South Africa acted as the Protector of Emigrants, Madras, as the two posts were amalgamated in November 1931 (vide page 72 of our July 1932 report). At Negapatam and Dhanushkodi, there were full time Protectors of Emigrants. There were medical inspectors at Madras, Negapatam and Dhanushkodi as in previous year. As usual, the Government of Malaya had its Emigration Commissioner in Madras and an Assistant Emigration Commissioner at Negapatam. 8 travelling inspectors and 4 travelling inspectresses were employed during the year by the Malaya Government as against 12 and 5, respectively, in the previous year, to escort the emigrants and repatriates between the ports in Madras and the Colony. The Emigration Commissioner for Ceylon was stationed at Trichinopoly, the centre of the main recruiting area.

Volume of Emigration.- As in the previous year, there was a continuous fall in the number of emigrants both to Malaya and Ceylon. This reduction in emigration figures is, it is stated, due to the trade depression and the fall in prices of rubber and tea, as a result of which many of the tea and rubber estates were closed down. The following are the details of emigration statistics:-

(a) To Malaya.- The suspension of Kangany recruitment and the restriction of assistance to non-recruited emigrants continued throughout the year. There was no emigration through the port of Madras. Only 2 emigrants and 15 non-emigrants went to Malaya through the port of Negapatam whereas 10 emigrants and 48 non-emigrants went through that port during the previous year.

(b) To Ceylon.- There was a fall in the number of labourers proceeding to Ceylon. Only 19,148 emigrants and 31,726 non-emigrants went there during the year whereas 30,938 emigrants and 37,399 non-emigrants went there during the year 1931. The decrease in the number of emigrants during the year 1932 is attributed to the general trade depression and to the fact that for the tea estates for which a limited number of men were recruited in the previous years recruitment was stopped on account of the fall in the price of tea.

System of Recruitment.- There was no recruitment to Malaya during the year. In the case of Ceylon, there was a decline in the Kangany system of recruitment on account of the acute trade depression. The rubber estates were first affected by the depression in 1930 and have since then stopped taking new recruits. The price of tea has fallen to a very low level with the result that during the year the tea estates have also gradually stopped recruiting. The number of new licences issued to Kanganies during the year was only 2,589 whereas 5,198 were issued in the year 1931. No labourers were recruited on 904 licences. 35 licences were cancelled for

illegal ~~recruitment~~ recruitment. Of these, 26 were cancelled on the recommendation of the Protector, one on the recommendation of the District Magistrate and the remaining 8 by the Emigration Commissioner himself. 318 licences were cancelled at the instance of the Estate Superintendents and the Controller of Labour, Colombo. Of the total number of 19,143 emigrants who went to Ceylon, 5,832 were non-recruited emigrants and the rest were recruited by the Kanganies. Many estate labourers emigrated as passengers at their own expense even though the local agencies in India discouraged emigration by refusing to give them assisted passages. The Controller of Labour has decided not to issue any new licences during the current year for recruiting labourers except in special cases. All licences issued previously automatically expire by the end of January 1933. Only old labourers and their near relatives are being given assisted passages to enable them to go to Ceylon as non-recruited emigrants on non-emigrants as the case may be. 420 emigrants were rejected by Ceylon authorities during the year under review for irregular or illegal recruitment.

Places of Accommodation.- (a) Madras.- The Avadi and Melpakkam depots which are licensed to accommodate 6,432 and 1,056 emigrants respectively were practically empty throughout the year. The Avadi Depot was used for the reception of assisted return emigrants prior to their despatch to their homes. The depots were kept in good sanitary condition.

(b) Negapatam.- The depot at Negapatam itself continued to be the only place of accommodation for this port during the year. The few emigrants lodged therein were, as usual, inoculated with anti-cholera vaccine and were well attended to. The assisted return emigrants were detained in the place of accommodation only for a day or less in all cases before they were entrained for their homes.

(c) Dhanushkodi.- The Ceylon Labour Commission had agencies in 19 places in the Presidency (including one in the Pudukkottai State) where the emigrants were selected and registered before despatch to Mandapam. These places are not formally declared as places of accommodation under rule 18. The arrangements at Mandapam Camp (which is the notified place of accommodation under rule 31), for the reception, lodging and feeding of emigrants were efficient. The sanitary conditions are ideal and there were no cases of sickness and mortality attributable to the conditions in the labour camp.

Health and Comfort of Emigrants.- (a) There have been no epidemics or cases of illness and mortality in the depots at Avadi, Melpakkam, Negapatam and Papacoil. (b) Dhanushkodi.- The figures show a decrease in illness and mortality in the place of accommodation at Mandapam when compared with the figures for the previous year. The health of the intending emigrants was looked after by the Resident Medical Officer and his assistant. During the year, 49,308 persons were treated for hook-worm, 6,134 emigrants who were found ill-clad were supplied with clothes free of cost. Cumblies were also ~~for~~ supplied free of cost to the labourers going to up-country estates. The 14 non-official visitors appointed by the Government to inspect the arrangements provided in the places of accommodation continued to work throughout the year.

Transport Arrangements.- Malaya: The Malayan Government utilised two extra steamers to carry repatriates from Malaya to India in the months of April, May, June and July. The number of outward voyages was 26 as in the previous year, while the total number of inward voyages was 33 as against 34 in the previous year.

Ceylon.- Intending emigrants, along with passengers who undergo quarantine at the Mandapam Camp are taken by a special train to Dhanushkodi where they embark on the South Indian Railway ferry steamer running to and from Talaimannar.

Classification and Sex Ratio.- (a) Malaya: In view of the fact that there was practically no recruitment and emigration of assisted labours to Malaya, the temporary exemption of the colony from the operation of the rules relating to the sex ratio was extended by the Government of India till the end of the year. (b) Ceylon.- The emigrants to Ceylon were as usual drawn chiefly from the agricultural classes in the Tamil Districts of Trichinopoly, Salem, Tanjore, Madura, South Arcot, Ramnad, North Arcot, and Tinnevely and the Pudukkottai State. As usual, emigration to Ceylon was generally in family groups. The labourers going to work in salt pans were single men; but their emigration was only seasonal for about 4 or 5 months in the year. The percentage of females to the total number of emigrants was 38.79 as against 39 in the previous year.

Wages and General Condition of Labour.- (a) Malaya: The rates of wages for manual labourers ~~xx~~ on estates in Malaya were approximately 40 cents per day for a male labourer and 32 cents per day for a female labourer. The minimum number of days in a month during which work was ordinarily available for labourers was 24. Owing to the depressed conditions of the rubber industry, work in the morning only for 5 or 6 hours a day is said to have been generally available for which a labourer might receive 3/4ths of his daily wages at the reduced rates. Thus the total earnings in a month of a male labourer might reach 7 dollars 20 cents and those of a female labourer 6 dollars. As work was not always available for even the 24 days mentioned, the earnings of labourers ~~xx~~ are reported to have become insufficient to maintain their families, which generally include a substantial number ~~in~~ ~~xxx~~ of non-working dependants. The fall in the cost of living in the Colony is said to be not proportionate to the greatly reduced wages. (b) Ceylon: The minimum cash wages in Ceylon were again reduced by a notification of the Ceylon Government in February 1932. The rates of wages as reduced are given below:-

	Men			Women			Children		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Low-country estates	0	6	7	0	5	3	0	3	10
Mid-country estates	0	6	11	0	5	7	0	4	0
Up-country estates	0	8	8	0	6	11	0	5	1

The cost of the rice issued in the mid- and low-country estates was Rs. 4-12-0 and in the up-country estates was Rs. 6-6-5 per bushel. There was no reduction in the wages of up-country labourers. The question of further reducing the minimum rates of wages on account of the reduced cost of living and the depression in the tea and rubber is being examined by the Ceylon Government.

Return Emigrants.- By "Return Emigrant" is meant a person who has resided in Ceylon less than five years and is, therefore, an emigrant within the meaning of the Indian Emigration Act, 1922. During the year 12,548 (4,517 men, 2,834 women and 5,197 children) fresh emigrants left for Ceylon as against 22,272 (8,455 men, 6,249 women and 7,568 children) in the previous year. The number of emigrants who left for Ceylon during the same period was 6,597 (3,480 men, 1,830 women and 1,287 children) as against 8,685 (5,022 men, 2,067 women and 1,596 children) in the previous year. The proportion of new emigrants to old emigrants returning to Ceylon during the year under review was 100 : 53.

Repatriated Emigrants.- The following are the statistics of Indian emigrants who were repatriated from the Colonies during the year 1932:- From Mauritius - 32 emigrants; from Trinidad - 120 emigrants; from Fiji - 95 emigrants; from British Guiana - 29 emigrants; from Malaya - (through Negapatam only) 28,206 emigrants; from Ceylon - 14,694 emigrants (370 under Ordinance No.1 of 1923; 6,954 under the 1924 scheme for the repatriation of sick and indigent Indian Immigrants; 6,894 under the special scheme of 1930 for the repatriation of labourers discharged from rubber estates; 257 under scheme of 1932 for the repatriation of labourers discharged from tea estates; and 219 being the number of labourers employed in salt pans repatriated from Ceylon after the season was over), and from South Africa - 2,478 emigrants.

Causes of Repatriation.- The causes of repatriation from Ceylon are given in the following tabular statement:-

Homesick, or sick and unable to work	1,974
Too old, maimed or otherwise disabled	900
Unsuitability of climate	999
Death of other members of the family	262
Death of earning members of the family	314
Insufficient wages to support dependants	1,657
Want of work	8,104
Seasonal labourers employed in salt pans	219
Other causes such as husbands or wives deserting their spouses	
	265
Total	<u>14,694</u>

Skilled Labour.- There was no emigration of skilled ~~in~~ workers through the port of Madras. 310 skilled workers emigrated to Malaya through the port of Negapatam and 242 emigrated to Ceylon through Dhanushkodi. Adequate measures were adopted for the prevention of illegal emigration of skilled workers. The occupational distribution of the 310 skilled emigrants who proceeded to Malaya is as follows:- Industry - 27 (1 goldsmith, 17 silver-smiths, 1 cigar maker, 1 painter, and 7 fire-works manufacturers), commerce - 129 (41 clerks and 88 shop assistants), other occupations - 151 (134 cooks, 5 domestic servants and 5 songsters), and without occupations - 3 (dependants). The occupational distribution of 242 skilled emigrants to Ceylon is as follows:- Industry and Commerce - nil, other occupations - 223 (200 dancers, songsters, musicians, showmen, etc., ~~for~~ the purpose of entertainment, 18 drivers and manducks and 5 for service in hotels), and without occupations - 19 (dependants). The increase in the number of skilled labour emigrated is attributed to the scrutiny exercised at the wharf by the Protector and his clerk on the embarkation day. 4 cases of illegal recruit-

ment were prosecuted and convicted.

Assisted Emigration from South Africa.- The number of emigrants who availed themselves of the scheme of repatriation during the year was 2,478 as compared with 1,435 in 1929, 690 in 1930 and 1,410 in 1931. Contrary to expectations there was rapid increase in the number of repatriates returning from the Colony as the year advanced, and is attributed to the unemployment caused by the general economic depression and the steady displacement of Indian labour by local Dutch labour in South Africa. The health of the "return emigrants" was on the whole good. There was no complaint of want of attention on board the steamer either in the matter of medical aid or in regard to food and accommodation from any of the repatriates. There were 5 deaths in transit and one birth.

Settlement of Assisted Emigrants.- The "return emigrants" were paid small sums according to the circumstances of each case and the balances of their bonus and savings were ~~z~~ retained by the Special Officer. They were taken to Railway stations in motor buses hired for the purpose and were assisted by the Special Officer's staff to board proper trains. The entire cost of transit of the "return emigrants" until they reach their homes is borne by the Union Government of South Africa. The total amount paid to the "return emigrants" as bonus during the year was Rs. 495,720 and the savings brought by them amounted to £5,455 in case and £6,353 in jewellery. The report points out that in many cases the assisted emigrants had to be helped to secure jobs.

Return to South Africa.- Though in many cases the repatriates would gladly return to the Union, they cannot pay their expenses to enable them to do so. 28 emigrants (16 adults and 12 children) took advantage of the concession afforded by the repatriation scheme and returned to the Union. Some of these obtained the necessary financial assistance to go back to South Africa from their relatives or friends there.

Pensions from the Union Government.- There are now 14 persons who have been granted pensions by the Union Government of South Africa. Recommendations in 15 more cases have been made.

(The report on the working of the Indian Emigration Act during the year 1931 is reviewed at pages 72-78 of our July 1932 report and during 1930 at pages 64-70 of the June 1931 report).

Repatriation of Indian Labourers from Ceylon; Stoppage Advocated

It will be remembered that as the result of prolonged negotiations between the Governments of India and Ceylon an agreement was arrived at between the two governments in March 1933 for effecting a reduction in the then obtaining minimum wages scales for Indian labourers in Ceylon plantations. One of the conditions on which the agreement was based was that those Indian immigrant labourers who were unwilling to accept the reduced rates of wages should, if they desired so, be repatriated to India at the expense of the Immigration Fund, provided application was made within two months of the date on which the new rates came into force. (For detailed information vide pages 29-31 of our March 1933 report). The reduced minimum wage rates of March 1933 have created acute discontent among Indian labourers, and, according to the Hindu of 13-6-1933, during April and May no less than 6,000 Indian labourers, working mostly in the tea estates of Hatton and Kandy, applied for free repatriation. Of these only 3,000 have been repatriated, while the others have been persuaded to go back to their gardens.

According to the Colombo correspondent of the Statesman, the Acting Controller of Labour, Ceylon, has submitted in the third week of June a memorandum to the Board of Indian Immigrant Labour containing proposals for the stoppage of repatriation from July 1933. After explaining the circumstances in which repatriation from Hatton and Kandy was recently stopped, the Acting Controller's memorandum states that estate discipline is unfavourably affected by repatriation, and that propaganda conducted by the Labour Unions in the up-country is to be deplored as causing discontent among estate labourers. ^{refuted} **ENDING**

The planting interests are opposed to the continuance of free repatriation facilities. Thus, the Chairman of the Dimbula Planters' Association, speaking at the general meeting of the Association on 13-6-1933, declared that the scheme of free repatriation would ruin the up-country tea industry and demanded that the Ceylon Government should open fresh negotiations with the Government of India on the subjects of minimum wages and free repatriation.

On the other hand, the Executive Committee of Labour, Industry and Commerce, Ceylon, at a meeting held on 12-6-1933, strongly criticised the manner in which the Department of Labour had refused repatriation to about 3,000 Indian labours in Hatton and Kandy plantations, and condemned the memorandum of the Acting Controller of Labour advocating the stoppage of free repatriation. As the subject of repatriation is not within the purview of the Executive Committee, the Committee is planning to make strong representations on the matter to the Government of Ceylon.