

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for November 1934.

C1903/72

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

<u>Contents.</u>	<u>Pages.</u>
1. <u>References to the I. L. O.</u> ...	1 -9
2. <u>General.</u>	
(a) Report of the Joint Parliamentary Committee.	10-12
(b) Labour in the J.P.C.Report:Unsatisfactory Representation of Labour.	13-16
3. <u>National Labour Legislation.</u>	
(a) Draft of Madras Factories Rules, 1935.	17
(b) Draft of C.P.Factories Rules, 1935.	17
4. <u>Conditions of Labour.</u>	
(a) <u>Bombay Millowners' Association Appoints Labour Officer: Duties Defined.</u>	18-19
(b) Unemployment and Wage-Cuts in C.P.; Findings in Report of Government Enquiry.	19-23
(c) Underground Employment of Women:Total Prohibition from 1-1-35 urged by Indian Mining Association.	24-
5. <u>Industrial Organisation.</u>	
<u>Employers' Organisations.</u>	
(a) Annual Meeting of the Associated Chambers of Commerce, 1934:Subjects on the Agenda.	25-26
<u>Workers' Organisations.</u>	
(a) A.I.T.U.Congress to Co-operate with the All India Congress Socialist Party.	27
(b) Communist Unions Banned in Bombay.	27-28
(c) Trade Union Movement in Bihar & Orissa,1933-34.	28-29
<del>5. All India Village Industries Association</del>	
6. <u>Economic Conditions.</u>	
(a) All India Village Industries Association: Mahatma Gandhi's Scheme.	30-32
(b) Reserve Bank & Provision of Credit to Agriculturists:Special Enquiry by Mr.M.L.Darling.	32-33
(c) Indian Road-Rail Problems: Conference to be held in January 1935.	33-34
(d) Development of the Handloom Industry: Government of India's Grant to Provinces.	34-35
(e) Rural Indebtedness in Madras Presidency: Special Enquiry to be Instituted.	35
(f) Efforts to Relieve Agricultural Indebtedness: Bombay Government's Scheme.	35-37
(g) State Aid for Big Industrialists:Committee Appointed to Discuss Question in U.P.	37-38
(h) Sugar Industry to be Introduced in Hyderabad State under State Control: Sugar Technologists' Report.	38-39

Economic Conditions. (contd.)

- (i) Agricultural Debts in Rajpipla State: Recommendations for Relief by Commission of Inquiry-1934. 40-41
- (j) The Bombay Moneylenders' Bill: Views of the Indian Merchants' Chamber, Bombay. 41-42
- (k) Debt Redemption Bills and Sanctity of Contracts: Federation President Urges Viceroy to withhold Sanction 43
- (l) India and Rubber Restriction Scheme: U.P.A.S.I.'s Demand for Increased Quota. 43-45
7. Employment and Unemployment.
- (a) U.P. Unemployment Inquiry Committee: Collection of Data. 46
- (b) Unemployment Relief in Bengal: Working of Bengal Government Scheme, 1932-34. 47-49
8. Social Conditions.
- The Punjab Anti-Beggary Bill, 1934. 50
9. Public Health.
- (a) Vital Statistics for India-1932 51-56
- (b) 1st A.I. Conference of Public Health Officials-1934: Subjects on the Agenda. 56-57
- (c) Industrial Housing Scheme, Bombay, 1933-34. 58-60
10. Co-operation.
- Supervision of Co-operative Societies in Bombay: Enquiry Committee's Findings. 61-63
11. Education.
- Progress of Agricultural Education in Madras Presidency, 1933-34. 64-65
12. Maritime Affairs.
- (a) Proposal for Improvement in Dietary of Lascars: Views of Bengal Chamber of Commerce. 66-68
- (b) Dock Workers' Strike, Calcutta. 68-69
13. Migration.
- (a) Indians in Malaya, 1933. 70-76
- (b) Indians in Zanzibar: Mr. K.P.S. Menon's Report. 77-80

References to the I.L.O.

The annual Report of the Karachi Merchants' Association for the year 1933 publishes at pages 84-85 the personnel of the Indian delegation to the 17th I.L.Conference held at Geneva in 1933.

...                    ...                    ...                    ...                    ...

The Independent Railwayman, Bombay, dated 27-10-1934 publishes the second message received by the United Press of India from Geneva regarding the decision of the 68th session of the Governing Body on Mr. Jannadas Mehta's complaint about the application of the Hours of Employment Regulations on Indian Railways.

(For a list of other papers which published the message, vide page 2 of our October 1934 report).

...                    ...                    ...                    ...                    ...

The National Call of 6-11-1934 publishes a long article under the caption: "The New Economic Revolution and its Social Effect" ~~which was~~ contributed by the Director of this Office. The article deals with the present-day tendency to abandon the policy of individualism and laissez-faire and emphasises that economic salvation lies in "planning" and international co-operation. The article describes how the I.L.O. promotes these tendencies.

...                    ...                    ...                    ...                    ...

The Times of India of 5-11-1934 publishes a news item to the effect that the U.P. Chamber of Commerce distributed among its members the report on the 18th I.L.Conference by Seth Kasturbhai Lalbhai the Indian Employers' delegate to that Conference. A brief summary of the report is also given in the message.

The Railway Herald, Bombay, dated 1-11-1934, publishes the first message received by the United Press of India from its Geneva correspondent regarding the decision of the 68th session of the Governing Body on the complaint of Mr. Jamnadas Mehta regarding the application of the Hours of Employment Regulations on Indian Railways.

... ..

Federated India, Madras, of 31-10-1934 publishes a short summary of the communique issued by this Office on 29-8-1934 on the I.L.O. Questionnaire on Insurance Rights of Migrant Workers.

... ..

Indian Finance, Calcutta, of 8-11-1934 publishes in full a communiqué issued by this Office on 22-10-1934 on the world unemployment situation during the second quarter of 1934. The communique issued by this Office was based on a communique issued by Geneva on the subject.

... ..

The Guardian, Madras, of 1-11-1934 publishes a short editorial note on an article under the caption: "Lancashire and the Indian Worker" contributed by Mr. B. Shiva Rao to the Statesman of 27-10-1934. The note reproduces the remarks in Mr. Rao's article on India's connection with the I.L.O.

... ..

The Servant of India, ~~From~~ Poona, of 8-11-1934, publishes a letter dated 26-10-1934 received from its London correspondent, in the course of which a summary is given of Mr. N.M. Joshi's address at the meeting of the League of Nations Union, London, held during the last week of October 1934.

... ..

The Amrita Bazar Patrika of 31-10-1934 publishes the communique issued by this Office on 6-10-1934 on the decisions of the 68th session of the Governing Body.

The Industrial Bulletin, Bombay (issued by the Employers' Federation of India), dated 12-11-1934 publishes a long summary of the communique.

... ..

The Amrita Bazar Patrika of 4-11-1934 publishes an article under the caption "U.S.A. and U.S.S.R". contributed ~~was~~ anonymously by the Director of this Office. The article deals with the significance of the entry of the U.S.A. and the U.S.S.R. into the I.L.O.

... ..

The Hindustan Times of 5-11-1934 publishes the report of a lecture delivered by Mr. K.E. Matthew, a member of the staff of this Office, on 3-11-1934 at a public meeting held at Delhi in connection with the International Co-operators Day. The subject of the lecture was the Indian Co-operative Movement; in the course of the lecture numerous references were made to the activities of the I.L.O. in the co-operative field.

... ..

A brief summary of the lecture was also published in the Leader of 7-11-1934.

... ..

The Financial News, Bombay, of 10-11-1934 publishes extracts from the October 1934 issue of the News Bulletin under the heading "Industrial Conditions in Japan" relating to the discussion at the 68th session of the Governing Body on the report of M. Fernand Maurette.

The National Call of 5-11-1934 publishes a long article entitled "The Unemployment Challenge: How to meet the Menace" contributed by Mr. K.E. Matthew, a member of the staff of this Office. In the course of the article extensive references are made to the efforts of the I.L.O. to solve the unemployment problem.

... ..

The Statesman, the Hindustan Times, the National Call, the Times of India and the Hindu of 14-11-1934, the Amrita Bazar Patrika of 15-11-1934, the Leader of 16-11-1934, and the Indian Labour Journal of 18-11-1934 publish a long interview given by Mr. N.M. Joshi on 13-11-1934 on his arrival at Bombay from Europe to a representative of the Associated Press of India on the decisions of the 68th session of the Governing Body. Among other matters, Mr. Joshi referred to the decision of the Governing Body to admit for necessary action the complaint of Mr. Jamnadas Mehta regarding the application of the Hours of Employment Regulations on Indian Railways. Mr. Joshi also made references to the entry of the U.S.A. into the I.L.O., M. Maurette's report on labour conditions in Japan, and to the League's decision to reduce the financial contribution from nine countries, including India.

... ..

The Leader dated 11-11-1934 publishes an editorial note commenting on Seth Kasturbhai Lalbhai's report on the 18th I.L.Conference, which he attended as the Indian Employers' delegate. The note declares that Mr. Lalbhai's complaint <sup>about</sup> ~~that~~ the Government of India ~~do~~ not providing advisers for non-government delegates is a just grievance and states that the Government have been unwise in trying to effect economies by cutting out advisers for the employers' and workers' delegates.

... ..

The November 1934 issue of the Indian Review, Madras, reproduces under the heading "40-hour week" extracts from the editorial comments of the Economist on the subject. The Economist is of opinion that the experiment is unwise and that, if tried, it would lower standards of living.

... ..

On 30-10-1934 Mr. ~~Senda~~<sup>Senda</sup>, the head of the Japanese firm, Messrs. Senda and Co.(India) Ltd., Calcutta, delivered at the Calcutta Rotary Club, a lecture on "The True causes of Japan's Trade Expansion and Her Services". In the course of the lecture Mr. Senda made extensive references to M. Maurette's report on Japanese labour conditions.

The full text of Mr. Senda's lecture was published in the issues of the Statesman dated 2 and 3-11-1934 and in those of the Amrita Bazar Patrika of 3 and 4-11-1934.

... ..

The Statesman of 28-10-1934 publishes an editorial article entitled "Village Industries" commenting on Mahatma Gandhi's ~~proposed~~ proposed All-India Village Industries Association. The article states that revival of dying or dead village industries is not an absurd proposition and states: "Actually, however, as has been shown for instance in a number of the International Labour Office's useful publications, village industries still ~~are~~ play a large part in world economy".

... ..

The annual report of the Millowners' Association, Ahmedabad, for the year 1933 reproduces at pages 250-252 the communique issued by the Government of India on 26-9-1933 announcing the items on the agenda of the 18th I.L.Conference and inviting suggestions regarding the

nomination of non-government delegates to the Conference. The Association recommended the name of Seth Kasturbhai Lalbhai for nomination as the employers' delegate to the Conference.

... ..

The Indian Labour Journal, Nagpur, of 18-11-1934, publishes the summary of an address delivered by Mr. V. R. Kalappa, Vice-President of the B.N.Railway Indian Labour Union, before the local Labour Union at Nellimarla. In the course of the address Mr. Kalappa referred to the beneficent influence of the I.L.O. in getting hours of work in factories reduced from 10 to 9 per day.

... ..

The Labour Times, Madras, of 12-11-1934 publishes the full text of the ~~communicue~~<sup>dated 3-10-1934</sup> issued by the Government of India announcing the items on the agenda of the 19th I.L.Conference and inviting suggestions regarding the nomination of non-government delegates to the Conference.

The September and October 1934 combined issue of the Trade Union Record, Bombay, publishes a summary of the above communique.

(For a list of other papers which published the communique, vide page 6 of our October 1934 report).

... ..

The Statesman of 1-11-1934 publishes a long editorial article under the caption "Planned Economy" commenting on the article "Aspects of Planned Economy in Italy" published in the September 1934 issue of International Labour Review. The article states that planned economy has been carried to extremes in Russia and Italy. In the paper's opinion a study of the Russian experiment will not lead to definite conclusions owing to the inefficient and secretive manner in which



Russia is carrying <sup>out</sup> on its social policy. Italy is thus the only country affording a good example of what planned economy involves and attention is directed in the editorial to the article in the International Labour Review. In conclusion, the article poses two questions (1) Whether increased economic efficiency justifies interference with liberty, in other words, whether planned economy and democracy can co-exist? (2) Whether economic self-sufficiency, which planned economy encourages, is ultimately good? As regards the first query, it is stated that the reply will be furnished by the success or failure of the measures of "planned economy" adopted by President Roosevelt in a democratic country like the U.S.A.; as regards the second query, it is stated, that a growing school of economic thought contends that national self-sufficiency is good for the State and is to be encouraged. The article closes as follows: "This ~~is~~ at least is true, - that in a great variety of ways, some wise and ~~some~~ <sup>some</sup> ludicrous and some admirable, almost every government in the world today is trying to bring some sort of order into the chaos which has been engendered by the free play of what Victorian economists believed to be economic forces working like natural forces, and that these attempts one and all resolve themselves into some form or another of economic planning by the State. That so many Governments are trying to do the same thing makes it highly probable that what they are trying to do is what needs doing".

... ..

The Labour Times, Madras of 12-11-1934 reproduces an article under the caption: "Wages and Hours of Work" contributed by Mrinal Kanti Bose (Ex-President, National Trades Union Federation) and originally published in the Bombay Chronicle, Bombay. The article

deals with the proposal of the I.L.O. to bring about a reduction of hours of work and a plea is entered for effecting reduction in hours without any corresponding reduction being made in the rates of wages.

... ..

Federated India, Madras, of 21-11-1934 reproduces the notes on "Unemployment of Young Persons", "Reduction of Hours of Work" and "Industrial Conditions in Japan" from the News Bulletin of October 1934

... ..

The Insurance and Finance Review, Calcutta, of November 1934, publishes an article under the caption: "International Accident Insurance and Legislation", by Mr. R.K. Mukerjee, in the course of which incidental references are made to the I.L.O. Year-Book, 1933, and "Social Insurance in 1933" published by the I.L.O.

... ..

The Labour Times, Madras, of 19-11-1934, reproduces the item "Social Aspects of Industrial Development in Japan", from the News Bulletin of October 1934.

... ..

Reference to the report on Industrial Conditions in Japan submitted by M. Maurette to the I.L.O. is made in the course of an editorial note under the caption "Japan and World Trade" published in the Indian Social Reformer, Bombay, dated 24-11-1934. The note emphasises two points: first, that wages are only nominally low in Japan as the cost of living in Japan is also very low, and, secondly, that Japanese labour is cheap because everything else is cheap in Japan, and cites M. Maurette's report in support of the submissions made.

\*The same issue of the Indian Social Reformer publishes an article under the title; "Japan's Expanding Trade", in which also incidental references are made to the I.L.O.

(Cuttings of these extracts are not forwarded, as the Indian Social Reformer is being regularly received at Geneva).

... ..

The Hindustan Times of 4-12-1934 publishes a communique issued by this Office on 30-11-1934, summarising the address delivered by Mr. H.B. Butler at the 54th annual session of the American Federation of Labour held at San Francisco.

... ..

The printed excerpts from the proceedings of the Committee of the Bombay Chamber of Commerce during October 1934 publish a summary of the communique issued by the Government of India announcing the agenda for the forthcoming 19th Session of the I.L.Conference.

... ..

The Amrita Bazar Patrika of 2-12-1934 publishes a long article under the caption "Wages and Hours of Work; Indian and International Position" contributed by Mr. Mrinal Kanti Bose, ex-President, National Trades Union Federation. The writer makes a vigorous plea for reduction of hours in India, without reduction in wages, and urges the Government of India to take immediate action for reducing hours. The article contains numerous references to the I.L.O.

... ..

During November no messages having reference to the I.L.O. from Reuter or other European news agencies were published in the papers received in this Office.

The Independent Railwayman, Bombay, dated 27-10-1934 published a message received by the United Press of India from its Geneva correspondent regarding the decision of the 68th session of the Governing Body on Mr. Jannadas Mehta's complaint about the application of the Hours of Employment Regulations in Indian Railway systems.

Report of the Joint Parliamentary Committee. +

The Report of the Joint Parliamentary Committee was published in India on 22-11-1934. Provincial autonomy for India, with transference of Law and Order to responsible Indian Ministers and Federation as soon as administratively possible are recommended by the Joint Select Committee. The main departure from the White Paper advised in the Report is the substitution of indirect for the proposed direct election of British Indian representatives to the Federal Legislature. The Report urges that the Provincial Lower Houses should elect representatives to the Federal Lower House by communities; in the case of the Council of State, the electing body should be the Upper Provincial House and, in uni-cameral provinces, an electoral college. The Council of State and Upper Provincial Houses should be indissoluble, one-third of their members retiring every third year.

The Committee's recommendations in other particulars go to uphold the White Paper proposals, with only minor modifications. Proposals from Mr. Attlee (Labour) and Lord Salisbury, the first generally urging a bigger and Lord Salisbury a more cautious advance, were not accepted. The constitutional development of India, states the Report, should be evolutionary, and cannot merely reproduce British law. Safeguards must be incorporated, and these are not only not inconsistent with responsible government but, in the present circumstances, a necessary complement to it.

The following is a summary of the Report:-

Provincial Autonomy. - The Report provides that dyarchy should go, and Ministers be made responsible over the provincial field, including law and order. Provincial autonomy requires read-

11

justment at the Centre. In joining the Federation, the States should be assured of a real voice in its affairs. The same Act should lay down a Constitution for the Centre and the Provinces, and Federation should not be left as a mere future contingency. The main proposals for the provinces are:-

1. Statutory delimitation of Central and Provincial subjects as proposed in the White Paper.

2. Sind and Orissa to be created Provinces.

3. The Governor to be advised over practically the whole of the provincial sphere by non-official Ministers selected from the Legislature.

4. The special responsibilities outlined in the White Paper are accepted, with suggestions as to their definition. Power to secure finance is to be given to Governors.

5. The distinction between Governor's Acts and the Acts of the Legislature to be emphasized.

6. The Governor's consent to be necessary to the amendment of Police Acts; special protection for secret intelligence reports; the Governor to be empowered to assume charge, if necessary, of all anti-terrorist activities.

7. Second Chambers for Madras and Bombay in addition to those already recommended.

Provincial Franchise.- The provincial franchise proposals in the White Paper are accepted, with a suggestion to increase the ~~the~~ number of women voters. The White Paper proposals for the Provincial Franchise are based on the Report of the Indian Franchise Committee. Their broad effect is to increase the electorate from 7 million, including 315,000 women, to 29 million men and 6 million women, i.e., ~~from~~ to 14 per cent of the population. The Committee are satisfied that these proposals will produce a representative electorate but make certain suggestions designed to increase the number of women electors. While rejecting indirect election by local groups, the Committee do not preclude the possibility that it may become feasible later for some such change to be recommended by local legislatures for the approval of Parliament.

Communal Representation Maintained.- Communal representation is thought to be inevitable at present. The Communal Award is supported. While ~~it~~ it is impossible to reject the Poona Pack, the Report suggests a reduction in the seats reserved to the Depressed Classes in Bengal, possibly with a compensatory increase elsewhere.

Federation.- The Federation should not come into existence until States representing half the total State population and entitled to half the States' seats in the Federal Upper Chamber are prepared to accede. The White Paper distribution of seats between the States and British India is endorsed, and the Report also contains a scheme of distribution of States' seats, discussed by the Viceroy and the Princes, which has a large measure of support in Princely India. Outside the federal sphere, the States' relations will be with the Crown.

Central Responsibility.- The White Paper proposals regarding the reservation of Defence, Foreign Affairs, Ecclesiastical Affairs and British Baluchistan are approved. In all other Departments, subject to his special responsibilities, the Governor-General will be guided by Ministers chosen from the Federal Legislature. The financial stability of the Federation should be a special responsibility, and a Financial Adviser appointed.

Federal Legislatures and Federal Court.- As regards the federal legislatures, the size of both Houses and distribution of seats as recommended in the White Paper is approved. The Moslems should have one-third of all British India's seats. While indirect election is proposed for the Lower Federal House, the Report suggests that this method should be open to future review and sketches a procedure for possible modification. The Secretary of State should continue recruitment to the I.C.S. and Indian Police, but recruitment of the Indian element in India has advantages. A further review is agreed to. A Federal Court is recommended, but the White Paper proposal for a separate Supreme Court is not endorsed.

Safeguards Against Commercial Discrimination.- A further special responsibility of the Governor-General is advised to prevent discriminatory treatment of British goods imported into India from Britain. This is not intended to affect India's fiscal and economic autonomy, and the Governor-General's instructions should make this clear. Statutory provision against discrimination of British trade in India is also urged, by means of special responsibilities for the Governor-General and Governors.

Revision Machinery: Finance: Separation of Burma. -Constituent powers cannot be granted to the Indian Legislatures, but machinery for changes in the constitution without amending Acts of Parliament is suggested. A special section of the Report examines the scheme of finance proposed in the White Paper. The suggestion that there should be a review of the financial position at the last possible date before the reforms is accepted. As the anti-separationists' stipulations are incompatible with Federation, the Committee recommend the separation of Burma from India at the same time as the introduction of provincial autonomy in India, but to safeguard Burma economically they make it a condition that statutory effect should be given to a trade agreement between the present Governments of the two countries. There should also be a convention in respect of the immigration of Indian labour into Burma.+

(The Statesman, 22-11-1934).

Labour in the J.P.C. Report:

Unsatisfactory Representation of Labour.

The following statement regarding the treatment accorded to labour interests in the Report of the Joint Parliamentary Committee has been issued to the press by Mr. N.M.Joshi, on 26-11-1934:-

The Joint Committee has made no change in the White Paper Proposals for the representation of Labour interests in various Legislatures.

Provincial Lower Chambers. - In the Provincial Lower Chambers, Labour will have the following representation:

In Madras 6 seats, Bombay 7, Bengal 8, U.P. 3, Bihar 3, C.P. 2, Assam 4, N.W.F.P. 0, Sind 1, and Orissa 1.

These seats are partly to be filled by Trade Union Constituencies and partly by special general labour constituencies to be formed for this purpose. These special general constituencies are not necessary. Trade Union Constituencies alone should be maintained.

Labour's Demand for 10 per cent of Total Seats Refused.- Labour members of the Joint Committee proposed that Labour should have 10 per cent of the total number of seats in the Provincial Legislatures. But they failed to secure support in the Committee.

Provincial Upper Chambers.- No representation has been provided for Labour in any of the Provincial Upper Chambers. Labour is not likely to secure representation in the Upper Chambers from General Constituencies as these constituencies are deliberately to be formed of people with large vested interests. In Bengal and Bihar some seats for their Upper Chambers are to be filled by election by the members of their Lower Chambers. But in <sup>some</sup> of these two Provincial Lower Chambers labour representation is large enough to secure its representation in the Upper Chambers.

In Bengal labour may get a seat if it secures some additional support from other parties. In this province there are 27 seats to be filled in by election by 250 members while the number of labour members is only 8, the minimum number to ensure election to one seat being 10.

In Bihar 12 seats are to be filled in by election by 152 members of the Lower Chamber. The number of labour members in ~~this~~ <sup>this</sup> province is only 3, the minimum number to secure one seat being 12.

In Bombay, U.P. and Madras no seats are to be filled in by

members of the Lower Chambers.

Labour members of the Joint Committee tried to secure for Labour, reservation of 50 per cent out of the nominated seats. But they failed to secure support in the Committee.

Federal Lower Chamber.- Labour will have in all 10 seats in the Federal Lower Chamber divided as follows:-

Madras 1, Bombay 2, Bengal 2, U.P. 1, Bihar 1, C.P. 1, Assam 1 and one non-Provincial.

The Franchise Committee has proposed that <sup>the</sup> non-provincial seat should be filled by election through the National Trades Union Federation. No decision is yet taken as to how the Provincial seats are to be filled. The Labour members of the Joint Committee have proposed in their alternative report that the number of seats should be raised to 26 and that the constituencies should be industrial and not provincial.

Federal Upper Chamber.- No special representation has been given to labour in the Federal Upper Chamber. As Labour will have no representation in the Provincial Upper Chambers which are to elect members for the Federal Upper Chamber, Labour cannot secure any representation by election. In those provinces ~~where~~ where there will be no Upper Chambers special electoral colleges will elect members to the Upper Chamber from these provinces. Admittedly, labour cannot secure representation in those electoral colleges which are intended to bring in people with large wealth and property. Labour members of the Joint Committee proposed that 50 per cent of the nominated seats should be reserved for Labour. But they failed to secure support in the Committee.

An Injustice to Labour - No representation in Upper Chambers. -  
Neither the White Paper nor the Joint Committee's Report give any arguments for not reserving any representation to Labour in the Upper Chambers either in the Provinces or at the Centre, except that on account of the size of these bodies being small they could not give special representation to special interests, meaning, economic interests - Commerce and Industry, Landlords and Labour. As the electoral proposals for the election of members of the Upper Chambers are such as to secure representation of the classes which possess large wealth and property it is easy to understand why no special representation should be reserved for commerce and industry and for land-lords as these are generally expected to secure most of the representation provided for in the Upper Chambers. Thus, Labour alone will be unrepresented in the Upper Chambers. Provision is made for special representation of Mahomedans, Europeans, Christians, Anglo-Indians and Women.



15

Representation of Depressed Classes - No remedy.- It may be said that no special representation need be given to Labour in the Upper Chambers as representation of the Depressed Classes is at least to some degree representation given to labour. Theoretically this should be true if, first, elections take place on economic issues, secondly, if the Depressed classes have a sufficient number of educated men, and, thirdly, if the Depressed Classes are also well organised so that men elected by the Depressed Classes will represent the economic interests of the electors. But today none of these conditions exist. The Depressed Classes do not possess a ~~an~~ sufficient number of educated and experienced men. So long as untouchability remains, the issue in the elections will be their Social Disabilities and, lastly, on account of both these reasons there is no guarantee that the representation of the Depressed Classes will represent the economic interests of the Depressed Classes. Moreover, today, on account of their social disability, the Depressed Class workers form a small proportion of industrial workers and so Depressed Class members will represent more rural interests than industrial.

Insufficient Representation of Depressed Classes.- So far as the representation of Depressed Classes themselves is concerned the prospects are not cheerful. In Bengal, in the Upper Chamber they will not get more than three seats and in Bihar they may get a seat if others help them. In the Bombay, U.P. and Madras Upper Chambers, the Depressed Classes themselves will have no representation, although the report gives some hope of devising some qualifications to suit the Depressed Classes and Women. So far as the Federal Upper Chamber is concerned, the Report says that the question of the qualifications for the Depressed Classes requires consideration, especially in relation to Central Provinces. The latter portion of the sentence is un-understandable. The Committee is perhaps confounding the Depressed Classes with Backward and Hill tribes which have a large population in that province. Thus, it is wrong to try to connect the representation of labour with the representation of the Depressed Classes and it is an ineffective method of labour representation.

Labour Legislation.- In the White Paper, legislation on Factories, Employers' Liability and Workmen's Compensation, Trade Unions, Welfare of Labour, including, in connection therewith, Provident Funds, Industrial and Labour Disputes, is put in the list of subjects of concurrent jurisdiction. The Committee has transferred "Health Insurance and Invalidity and Old Age Pension" from the list of Provincial Subjects to the list of subjects of concurrent jurisdiction. This is a desirable change. In the White Paper there was no mention of "Unemployment" as a subject, The Committee has included it in the list of Provincial subjects. This subject too should have been placed in the list of subjects of concurrent jurisdiction.

Central Government's Powers to Issue Instructions.- As regards subjects of concurrent jurisdiction, the White Paper had proposed a restriction of the power of the Federal Legislature so that it would not pass any legislation on these subjects which placed a financial burden on the provinces. The Committee's Report has very rightly

16

removed this restriction. The administration of the subjects of ~~the~~ concurrent jurisdiction has been left to the Provincial Governments. The Report empowers the Federal Government to issue instructions to the Provincial Governments in the matter of the administration of the subjects of concurrent jurisdiction dealing with social and economic questions. But in order that the Federal Legislature and the Federal Government may not throw unnecessary burdens on the Provinces, the Report provides that the previous sanction of the Governor General should be necessary for the passing of legislation by the Federal Legislature in which the Federal Government will be empowered to give instructions to the Provincial Governments and, in case of conflict between the two Governments, the instructions must be issued by the Governor General at his discretion. On these subjects the Provincial Legislatures cannot pass legislation inconsistent with Federal Legislation without the consent of the Governor General. The Labour members of the Joint Committee have proposed that the Federal ~~Legislation without the consent of the~~ Government should be empowered to give grants-in-aid to Provincial Governments for the purpose of Labour legislation and in return should possess the right of inspection over the administration of labour legislation by Provincial Governments.

International Agreements. - In the White Paper the subject of ~~International Obligations~~ is placed in the list of Federal subjects. ~~But it required the consent of Federating Units for any agreements~~ to be entered into by the Federal Government on non-Federal subjects. As non-Federal is a vague word, it was not clear whether subjects of concurrent jurisdiction would be regarded as Federal or non-Federal. The Committee's Report to make this clear requires the consent of Federating Units only for agreements on exclusively provincial subjects. This will enable the Federal Government~~x~~ to ratify the Conventions of the International Labour Organisation on most of the labour subjects without the formal consent of all Federating Units. This is an improvement. The Federal Legislature will possess the power to legislate even on all provincial subjects when an international agreement has been entered into with the consent of the Federating Units.\*

17

National Labour Legislation.

Draft of Madras Factories Rules, 1935. \*

The Government of Madras has published at pages 1879-1899 of the Fort St. George Gazette, dated 23-10-1934 for general information, as required by sub-section (1) of Section 79 of the Indian Factories Act, 1934, the draft of certain rules which the Governor in Council proposes to make in exercise of the powers conferred by sections 11,15,28,31,32,33,39,41,43,45,47,48,55,56,59 and 66 of the Factories Act,1934 (XXV of 1934) and in supersession of the Development Department Notification No.246, dated the 28th August 1923, published at pages 992-1007 of Part I of the Fort St. George Gazette, dated the 11th September 1923, as subsequently amended.

The draft will be taken into consideration on or after the 25th January 1935 and any objection or suggestion which may be received from any person with respect thereto before the date aforesaid will be considered by the Governor in Council.

(The Fort St. George Gazette,23-10-34.  
pages 1879-1898).

Draft of C.P. Factories Rules,1935.

The ~~Government~~<sup>Gazette</sup> of the Central Provinces publishes at pages 1337-1362 of the Central Provinces Gazette, dated 23-11-34 the draft of the rules proposed to be made in exercise of the powers conferred by the Factories Act,1934 (XXV of 1934). The draft rules will be taken into consideration by the Governor in Council in February 1935. \*

(The C.P.Gazette, 23-11-34, pages  
1337-1362).

126

Bombay Millowners' Association Appoints

Labour Officer: Duties Defined.+

Reference was made at pages 37-38 of the October 1934 report of this Office to the appointment in September 1934 of Mr. W.B. Gilligan, I.C.S., as the first Labour Officer, in pursuance of the stipulations laid down in the Bombay Trade Disputes Conciliation Bill, 1934, and to the nature of the duties entrusted to him. On the occasion of submitting its views on the Trade Disputes Conciliation Bill to the Government of Bombay, the Committee of the Millowners' Association, Bombay, had given an undertaking to the effect that the Association will appoint a Labour Officer on behalf of member mills of the Association in Bombay City and Island. The Committee of the Association has appointed, as from 1-11-34, Mr. C.A. Dalal, B.A., B.Sc. (Econ) to this post. Mr. Dalal was for three years employed as Labour Officer in the E.D. Sassoon group of mills in Bombay.

Members of the Association have been duly advised of the appointment and requested to instruct their mill managers and supervising staffs to assist Mr. Dalal in every way possible when he visits the mills in the course of his duties. Dealing with the purposes of the appointment of Mr. Dalal, it was stated that these were primarily:

1. To ascertain the grievances of the workers, and to convey them to the management of the mill concerned;
2. Generally to act as liaison officer and be present, where necessary, at any discussions which might take place between the management and the Government Labour Officer;
3. To record the settlement arrived at in the course of such negotiations, or where no such settlement had been arrived at, the reason therefor;
4. To act as a delegate or adviser to the employers' delegates in proceedings before the Commissioner of Labour in his capacity as Chief Conciliator;

5. To discuss with mill authorities any complaints or grievances which they might wish to bring to the notice of the Government Labour Officer, and be present at any subsequent negotiations thereon.

6. To assist and advise mills in regard to labour matters in general and welfare work in particular;

7. Generally to act as a liaison officer between the Association and individual mills on labour questions;

8. To keep in touch with the activities of labour organisations.

Members were further advised of the procedure which Mr. Dalal proposed to adopt with a view to establishing personal contacts with individual mill managements and supervising staffs, and they were requested to get in touch with him when any dispute or grievance connected with their individual mills was being investigated by the Government Labour Officer, so that Mr. Dalal might have an opportunity of being present during the negotiations. Similarly, it was particularly requested that Mr. Dalal should be consulted before any correspondence was entered into between the mills and the Government Labour Officer and also when any conciliation proceedings were pending. †

(Extracted from the printed excerpts from the proceedings of the Committee of the Millowners' Association, Bombay, during October 1934.).

Unemployment and Wage-Cuts in C.P.:

Findings in Report of Government Enquiry.†

The Department of Industries of the Central Provinces Government has issued the report of the <sup>recent</sup> enquiry into unemployment and wage-cuts in the cotton textile industry in the Central Provinces and Berar. The scope of the enquiry, which was undertaken immediately after the textile strike in Nagpur, was to ascertain the extent of wage reduction in the industry since a given date, whether these

reductions have been uniform in the mills at each centre, whether the cost of living of the working classes had fallen during this period, the average rise or fall in real wages in the various centres of the industry, the reasons for effecting reductions or contemplating such reductions, the extent to which "rationalization" has been introduced in the cotton mills and the effect such schemes have had upon wages and the conditions of work of the operatives and the extent of unemployment in the cotton mill industry and its causes.

The enquiry was conducted on the lines followed in Bombay (For summary of the Bombay Report vide pages 24-30 of our June 1934 Report). December 1932 was taken as the basic period and the level of wages subsisting then were compared with that in December 1933, ~~the~~ reason being that, whereas in Bombay the period of depression in the industry and the strikes date from 1926, in C.P. wage reductions have occurred only since the close of the year 1932.

Statistics of Mills and Workers.- There are fifteen mills in the Province. "The methods of maintaining muster rolls", says the report "calculating wages and making payments show perplexing variety." The average figure of the number of persons employed in these mills are approximately as follows.

1926	-	19,300
1927	-	18,700
1928	-	19,300
1929	-	19,900
1930	-	20,200
1931	-	20,400
1932	-	20,200
1933	-	18,800

"The drop in the number of persons employed in 1933 is remarkable", says the report, and is apparently due to wage-cuts and economies effected and cannot be attributed to the slightly lower production of woven goods, which is counter-balanced by the increase in the production of yarns."

Trade Disputes.- In the last decade there have been 36 trade disputes in all, of which 20 were wage ~~of~~ disputes, 2 for demands of

21

bonuses and 10 on account of disciplinary measures taken by the management. In 1933 reduction in wages or allowances was effected in all the mills between the months of March and October resulting in a crop of strikes. Labour had to give in the end and submit to reduction in wages.

Wage Position - Cuts in Dearness Allowance.- Regarding wage position, the Report observes: "Wage reductions have been effected in this province mainly by a reduction in the dearness allowance, ~~xxx~~ except where the workers were in receipt of consolidated wages combining basic wages and dearness allowance on some previous occasions. The system of paying dearness allowance originated with the post war conditions of higher cost of living combined with the boom in the cotton textile industry. It rose to a 50 per cent addition to basic wages in the case of operatives on fixed wages and 66<sup>2</sup>/<sub>3</sub> per cent addition for piece-workers. It has been either gradually cut down as in case of some of the mills in the Wardha and Berar groups or reduced at one stroke in 1933, as in the case of some mills in the Nagpur and Jubbulpore groups." The statement of "cuts" effected shows roughly the following average reduction in wages in the different groups:-

Nagpur group 1933: - 13 per cent.

Wardha group 1933: - 4.1 per cent. and 8 per cent in Fly department.

Wardha group September 1933:- 18.2 per cent.

Berar group May 1933: - 13 per cent.

Jubbulpore group June 1933:- 13 per cent.

Reasons for Wage-Cuts.- Under the title "Reasons for wage reductions", the Report says: "Generally speaking, the reasons for wage reduction by the management of all the mills that have reduced wages refer to depression and competition in the cloth trade." The following are some of the other reasons put forward by the various mills of the province:-

(a) Fall in Cost of Living.- The fall in prices of foodstuffs and in the cost of living generally justify reductions of the dearness allowance that was introduced during the war boom period to compensate for the high prices of staple commodities. This argument, however, does not take into consideration the change in the standard of living of workers and world conditions of production by improved and efficient methods.

(b) Fall in Cloth Prices. - Fall in the price of cloth and yarn necessitating reduction in the manufacturing charges. As labour cost is the most important item under the same, it must be reduced accordingly. One would expect that overhead charges have also been reduced in the same proportion for the same reason, but no enquiry was made on this point.

22

(c) Need for Lowering Cost of Production. -Continuous loss sustained by the mill or its inability to pay any return to the capital invested. This is to be expected from the recognised principle of trade cycles. The necessity for lowering the cost of production is in order to meet competition. It is presumably to be read with the principle that such reduction must be limited by the living wage; otherwise, competition, which is the life of trade, can force down the wage level in any industry without limit.

(d) Surplus Labour Makes Bonus Unnecessary. - Discontinuance of bonuses that were originally introduced to attract suitable labour, which was scarce at the time and prevent excessive absenteeism or adverse "labour turnover" that handicapped the industry. On account of surplus labour and availability of cheap labour such inducements are no longer necessary except for attracting highly skilled or more efficient labour. It is understood that the financial position of some of the best organised and well equipped mills in the province is so involved that their trading surplus, which might have gone into the profit and loss account, is totally wiped out by heavy financial charges. But nothing can be said on the point without close examination of the costing sheets of individual mills, and such an examination is outside the scope of the present enquiry.

The following are the brief conclusions to the specific terms of reference as contained in the Report:-

1. The extent of the reduction in wages of work-people employed in the cotton mills in the Central Provinces since 1st January 1926:-

The reduction in money wages throughout the province would be approximately 13 per cent leaving aside Jubbulpore, where an increase has resulted in place of reduction. At Nagpur the reduction in money wages varies from 10 per cent to 16 per cent on average daily earnings, where as at Akola it varies between 11 per cent and 15 per cent. At Pulgon, Ellichpur and Badnera the reduction is nearly 11 per cent, while at Burhanpur and Hinganghat it approximates to 13 per cent. In Jubbulpore there has been an increase in wages by 9.32 per cent.

2. Whether these reductions have been uniform in the cotton mills at each centre of industry: No, as has been stated above.

3. Whether the cost of living of the working classes has fallen during this period and to what extent: The cost of living of the working classes has fallen a good deal during this period. Figures are only available for Nagpur and Jubbulpore, with January 1927 - 100 as base, and a fall is recorded of 40 per cent in December 1932, 42 per cent in December 1933 and 43 per cent in January 1934 at Nagpur, while the corresponding figures for Jubbulpore are 43 per cent, 46 per cent and 48 per cent. respectively.



23

(4. What has been the average rise or fall in real wages during this period in the various centres of the industry:- As the cost of living index is not available for other centres except Nagpur and Jubbulpore, real wage index has been prepared for the above two centres only. At Nagpur the real wage index was 163 in December 1932 before wage-cut was applied, 143 in December 1933 after the wage-cut was applied and 147 in January 1934, while at Jubbulpore it was 188.6 in December 1933 and 185.2 in January 1934.

5. Where wage reductions have been effected or are contemplated the reasons therefor:- The reasons mostly given are general trade depression and heavy fall in cost of living. No further wage-cut is contemplated.

6. The extent to which "rationalization" for example, "efficiency schemes" has been introduced in the cotton mills of the province and the effect such schemes have had upon wages and the conditions of work of the operatives:- Rationalization is in its infancy in this province and practically nothing has been attempted except slight efforts towards rationalised methods by increasing the number of spindles per frame and carrying out minor improvements to increase general efficiency. Such efforts had practically no effect on the wages or working conditions of the operatives.

7. What is the extent of unemployment in the cotton mill industry, and what are its causes:- There being no means of estimating accurately the extent of unemployment in the figures at our disposal, attempts have been made to gauge the same from the shrinkage to the number employed in the cotton mills of the province. The total number of unemployed on that computation appears to be 1,602 only, while it is reported by the local labour union that there are 1,000 unemployed cotton mill workers in Nagpur alone, and a mill manager in Nagpur puts the figure at 15,000 from the number of persons appearing at the mill gate for employment. On similar calculations the number of persons unemployed at Akola would appear to be 850. +

(The Indian Labour Journal, Nagpur,  
25-11-1934)

*A copy of the Report has been asked for from the  
C.P. Govt., & will be forwarded to Finance Dept. (M)*

Underground Employment of Women: Total Prohibition

from 1-1-35 urged by Indian Mining Association. +

It will be remembered that certain proposals for the control of coal production, with a view to effect an increase in coal prices and thus set the industry on a prosperous footing, have recently been submitted by the Indian coal industry to the Government of India, and that the Government have referred the matter to the local governments to ascertain their views before action is taken on the proposals (For details see pages 59-62 of January 1934 report and pages 47-48 of September 1934 report of this Office). Having regard to the proposals for control of output now before Government, the Committee of the Indian Mining Association at its meeting held on 31-10-1934 recorded it as their unanimous opinion that the employment of women underground in mines should be totally prohibited as from the 1-1-1935. The Indian Mining Federation and the Indian Colliery Owners' Association were consulted in regard to the proposal; whilst the Federation was unable to lend its support to the proposal, the Indian Colliery Owners' Association was in entire agreement with the Committee. In view, therefore, of the fact that the proposal had the support of a very large majority of the coal trade, the Committee have addressed the Government of India urging that the necessary steps be taken to prohibit the employment of women underground in mines as from the 1st January 1935.+

(Extracted from the Printed proceedings of a meeting of the Committee of the Indian Mining Association held on 31-10-1934).

INDUSTRIAL ORGANISATIONEMPLOYERS' ORGANISATIONS.

Annual Meeting of the Associated Chambers of Commerce, 1934;

Subjects on the Agenda. -

The annual general meeting of the Associated Chambers of Commerce will be held in Calcutta on December 17 and 18 at the time of the Viceroy's visit to that ~~place~~ city. It is understood that certain very important matters will ~~be~~ come up for discussion at the meeting.

The most important subject which will figure on the agenda will be the report of the Joint Parliamentary Committee, specially as it affects commercial interests. Another important subject would be the proposal of "planned economy" and reshuffling of portfolios of the Governor-General's Executive Council, in order to create a portfolio of "Communications". Other topics likely to come up for discussion are the abolition of the export duty on raw goat skins, the need for introduction of immediate control over the production of coal in India, the removal of the 15 per cent. surcharge on coal freight, imposition of import duty on Natal coal entering India, closing down of uneconomic railway collieries, separation of Burma from India and trade relations between the countries, reduction of homeward air mail surcharge and 25 per cent surcharge on income-tax and super-tax. A resolution stating that the "Association is of opinion that the abolition of the 25 per cent surcharge on income-tax and super-tax should be the first relief to be given in the next budget", will also be moved at the Conference.

Other matters which form the subject of draft resolutions are carriage of parcel by airmail from air ports in India, Section 30 of the Sea Customs Act, air mail rates, tariff rates and incidence ~~of~~

26

of non-protected articles. Draft resolutions sent in by various provincial chambers relate to the establishment of a small permanent staff of economic experts at the Government of India to give expert advice on economic matters, review of commercial treaties by the Commerce Department with a special staff to do so, reduction of railway freights, the necessity for the Government of India defining their policy as regards the question of agricultural indebtedness and having a common law in respect of this question for all provinces and the revision of railway traffic and that non-official representatives of trade and commerce should be associated with the inquiry in regard to revision. +

(The Hindu, 24-11-1934).

27

Workers' Organisations.

✓  
A.I.T.U. Congress to Co-operate with the All-India  
Congress Socialist Party. +

Details were given at pages 58-63 of the report of this Office for October 1934 <sup>regarding</sup> ~~to~~ the Session of the All-India Congress Socialist Conference held at Bombay on 21 & 22-10-1934. / <sup>Among</sup> The resolutions passed by it was one authorising the Executive Committee of the Party to appoint a sub-committee to explore possibilities of joint action on specific issues with the different labour and radical groups in the country. It is understood that the sub-Committee has succeeded in entering into ~~an~~ <sup>a</sup> common alliance with the All-India Trade Union Congress.

(The present president of the A.I.T.U. Congress is Mr. Harihar-nath Shastri and the Secretary is Mr. Shivnath Banerji.) +

(The Amrita Bazar Patrika, 6-11-34)

✓  
Communist Unions Banned in Bombay. +

Reference was made at page 61 of our July and pages 61-62 of ~~our~~ August 1934 reports to the Government of India notification (No. F.7/8/34 dated 23-7-1934) declaring the Communist Party of India and its committees, sub-committees and branches unlawful associations under the Indian Criminal Law Amendment Act, 1908.

The Communist Party of India is known to work through a number of local organisations and the Government of Bombay have considered it desirable that the action taken against the Communist Party of India should be carried into effect against bodies which are locally active in fomenting unrest in pursuance of the ultimate

2/6

objects of the party. They have therefore declared the following five organisations and their branches to be unlawful associations throughout the Presidency of Bombay under Section 16 (1) of the Indian Criminal Law Amendment Act, 1908 (XIV of 1908) namely:

1. The Young Workers' League, Bombay; (2) The "Lal Batva" (Red Flag) Girni Kamgar Union, Bombay; (3) The Kamgar Vangmaya Prasarak Mandal or the Workers' Literature Publishing Company, Bombay; (4) The Marxist League, Bombay; and (5) The Mill Mazdoor Union, Ahmedabad.

A full examination by Government of the records of ~~the~~ each of these associations has established that none of them is a genuine labour organisation, that they all are wholly controlled by Communists and that they have been actively furthering the objects of the Communist Party of India. \*

(The Bombay Government Gazette  
Extraordinary dated 5-11-1934).

Trade Union Movement in Bihar & Orissa, 1933-34.\*

Number of Registered Unions- According to the report, only one Trade Union was registered during the year namely, Indian Miners' Association of Jharia (district Manbhum), It is a Union of workers engaged in the mining industry. A notice before withdrawal or cancellation of the certificate of registration under section 10(b) of the Act was issued to the Secretary of the Golmuri Tinplate Workers' Union, which, ~~it~~ had ceased to function, ~~or exist~~. The registration of the Union was not, however, actually cancelled until after the end of the year. Excluding the above Union the total

2A

number of registered Trade Unions existing at the end of the year under report remained at four.

Membership and Finance.- The total membership of the 4 trade unions during the year under review was 4,052, of which 3,952 were men and 100 women. The total income of the 4 trade unions during the year was Rs.3,268-13-6 and the expenditure amounted to Rs.3,017-1-0, leaving a closing balance of Rs. 251-12-6 on 31-3-34 as against Rs.263-3-6 in the previous year.

Activities of the Unions.- The report states that there were no activities of Trade Unions or developments of interest relating to the Trade Union movement with mentioning during the year under report.+

(The annual report on the working of the Indian Trade Union Act in Bihar and Orissa for the year 1932-33 is reviewed at page 43 of the November 1933 report of this Office.).

it is expected that the local boards will act unofficially as debt conciliation boards. This is a new departure in banking as it makes an effort to combine the good qualities of conciliation courts with sound banking methods. The Boards' ability to pay off the creditors of the applicant for loans in ready cash, whereby holding out an inducement to the creditors to accept sums less than the money due to them, has been considered sufficient to ensure the success of the conciliation Boards.

Loans will not be entirely confined to the redemption of old debts but will also be available for financing approved schemes for agricultural improvements.

It is expected that the Government of Bombay will take early steps to incorporate the above scheme in a legislative measure. †

(The Times of India, 10-11-1934).

State Aid for Big Industrialists:

Committee Appointed to Discuss Question in U.P. †

The Government of the United Provinces has appointed a committee of banking and commercial experts to examine the question of financial aid to industries and to consider inter-alia the recommendations of the Industries Reorganisation Committee on the subject. The latter Committee are of opinion that the bigger industrialists should not be denied State aid and in this connexion discussed several alternative proposals, finally recommending that a financing corporation was desirable for the Province and that a committee of banking and commercial experts should be appointed to



to examine the question and make recommendations.

In pursuance of these proposals the following committee has been appointed by the Governor-in Council:- Sir Sorabji Pochkhanawalla Managing Director, Central Bank of India (Chairman); Mr. A.L.Carnegie, Managing Director, British India Corporation, Ltd., Cawnpore; Rai Bahadur Lala Ramsaran Das, Member of the Council of State, Lahore, Mr. C.St.L.Teyen, Managing Director, New Victoria Mills, Ltd., Cawnpore; Rai Bahadur Babu Vikramajit Singh, M.L.C., Cawnpore; Mr. Mohanlal Sah, M.L.C., Naini Tal; Director of Industries, U.P., Cawnpore; the Registrar or the Deputy Registrar of Co-operative Societies, Lucknow (members). Mr. H.R.Shivdasani, I.C.S., will act as Secretary of the Committee. †

(The Statesman, 15-11-34).

Sugar Industry to be Introduced in Hyderabad State  
under State Control: Sugar Technologists' Report. †

Important developments, which are likely to lead shortly to Hyderabad State's entry into the world market as one of the major sugar producing centres in India, are foreshadowed in a Press communiqué issued in the first week of November 1934 by H.E.H. the Nizam's Government. Mr. R.C.Srivastava, Sugar Technologist of the Imperial Council of Agricultural Research, who was invited by the Nizam's Government to advise them on the establishment of a sugar factory in the Nizam Sagar irrigation area, has submitted his report on the basis of which the Government will shortly decide its line of action.

Mr. Srivastava's proposals for the development of cane cultivation to the full extent of the 20,000 acres provided under the Nizam Sagar irrigation system and for the most profitable methods of utilizing the resulting crop, are as follows:-

1. The erection of modern sugar factories for the production of white sugar on a large scale;
2. The erection of small factories by the cane growers themselves for the production of white sugar, to be organised preferably on a co-operative basis wherever possible;
3. The organising of sugarcane cultivation and "gur" making as a cottage industry;
4. The creation of Government organisations to assist the industry as a whole, comprising the three sections mentioned above.

Mr. Srivastava has devoted a large portion of his report to a discussion of each of these items and has submitted definite proposals in respect of all.

As large business concerns in British India have already approached the Nizam's Government with their schemes, it is of interest to note that Mr. Srivastava recommends that a joint stock company be established to run a sugar factory and a sugarcane estate with an authorized capital of Rs.2,000,000. Of this sum, three-fourths will be issued at first and the Government Industrial Trust will subscribe at least one-third of the issued capital with a preponderating voice in the management of the company's affairs. Guidance will be placed in the hands of a board of directors, with sufficient Government nominees to control the company's affairs effectively. The board will have on it one or two directors with the powers of managing agents and the factory and the estate will be under the control of a general manager with his own sugar technologist and with bands of such trained staff as may be necessary for the purpose of developing sugar growing areas. \*

(The Statesman, 10-11-1934)

Debt Redemption Bills and Sanctity of Contracts:Federation President Urges Viceroy to Withhold Sanction. +

Mr. Kasturbhai Lalbhai, President, Federation of Indian Chambers of Commerce and Industry, on behalf of the Committee of the Federation, has on 24-11-1934 sent a telegram to the Private Secretary of the Viceroy inviting the attention of His Excellency to the debt redemption bills under consideration in the Punjab and United Provinces Councils and stating that, in view of the general apprehensions in ~~the~~ Indian Banking circles regarding the apparent compromise of contract and banking principles involved in these measures, the Committee is submitting a comprehensive representation to the Viceroy. In the meanwhile he has requested the Viceroy to withhold assent to these bills. +

(The Amrita Bazar Patrika,  
25-11-1934).

India and Rubber Restriction Scheme;U.P.A.S.I.'s Demand for Increased Quota. +

Reference was made at pages 48-49 of our May 1934 report to the International Agreement on the restriction of rubber production and to the announcement made by the Government of India that a bill to regulate rubber control was likely to be introduced in the July 1934 session of the Legislative Assembly to implement the provisions of the scheme as far as India is concerned. This Bill was passed by the Legislative Assembly on 20-8-1934. The United Planters' Association of Southern India, speaking on behalf of the rubber interests in India, submitted a memorandum in the second week of November 1934 to the Government of India urging an increase in the export quota fixed for

India, on two grounds principally: (1) that the exports from Alleppey, a Travancore port, were not taken into account in fixing the Indian quota, and (2) the figures of the acreage under rubber in India as supplied to the International Committee, an important factor in fixing the quota, were incorrect. The following are the principal points raised in the memorandum:

Government's Promise to press for revision.- When the Indian Rubber Control Bill was passed by the Legislative Assembly on 20th August 1934, the proceedings of the debate showed that the quota allotted to South India had been proved to be an unfair one, chiefly due to the fact that the "Indian Rubber Statistics" published by the Government of India were incomplete, not only as regards actual exports from India as a whole, but as regards the acreage of rubber planted in South India. In his speech in the Assembly, the Honourable Mr. G.S. Bajpai, dealt with this question and said that the fact that substantial discrepancy had been disclosed between the figures which were presented before the International Committee at the time when they considered the quota allotment, and the figures which had been divulged since the investigation of the Committee in South India began would, prima facie, be a case for representations to the International Committee, and that, when the evidence is complete, Government will take into account the evidence which is newly brought to light and all other relevant factors, and then take such action as they can to ensure that India's treatment is equitable treatment.

Export Figures of Alleppey not included.- Investigations made by the Indian Rubber Licensing Committee showed that the figures before the International Committee did not include any exports of rubber from Indian States Ports which from Alleppey, Travancore, were:-

1929	1,600 tons,
<del>1930</del> 1930	1,350 tons,
1931	1,140 tons, and
1932	310 tons.
Total	<u>4,400</u> tons.

or, an average of 1,100 tons per annum. This figure was not before the International Committee when they worked out the quota for India, and therefore no allowance has been made for this in the quota allotted for South India.

Under Estimation of Acreage under Rubber.- Further, from figures which have been collected by the Indian Rubber Licensing Committee, it has been ascertained that the acreage planted with rubber amounts in 1932 to 127,058 acres, whereas according to the Indian Rubber statistics the acreage under rubber is only 70,936 acres. Further, in collecting the statistics for acreage, the Indian Rubber Licensing Committee did not call for the area actually planted in the year 1925, and hence information on that point is not complete. But from information available it is calculated that it amounted at least to 15,000 acres, and hence the immature areas on which the quota for South India ought to have been calculated should have been at least 65,850 acres as against 23,002 acres shown in Indian Rubber Statistics. It will

therefore be seen that South India has not been allotted any allowance for approximately 42,850 acres of immature rubber, which is actually in existence.

Demand for re-calculation of Quota.- For these reasons the United Planters' Association request that the quota for South India be re-calculated by the International Rubber Regulation Committee, taking into consideration both the omission of the exports from Alleppey amounting to an average of 1,100 tons during the years taken for the international calculations, and 42,850 acres of immature rubber which were not included in the statistics before that Committee.

Minimum Quota Suggested by Indian Licensing Committee.- South India has suffered considerably more than any other country by the particular years chosen for calculating the average exports, even when exports from Travancore are included. The reason why South India exports decreased rapidly, in 1931 by 30 per cent from normal and in 1932 by 80 per cent was that local conditions enabled the estates to reduce their labour force, when tapping became unremunerative, far more rapidly than those countries which are more dependent on imported labour for their work, and, for the same reason, South India can resume full production without any difficulty or delay. A further piece of evidence that South India ~~is not~~ is not equitably treated in comparison to other countries is that, whereas it is learnt from the Ceylon Press that their restriction of exports in the current year amounts to about 30 per cent of their basic production, the restriction for South India on the present quota allotted is approximately 55 per cent.

After careful examination and consideration of all available information, the Indian Rubber Licensing Committee are unanimous in finding that a minimum quota for South India should be:-

1934	..	11,000 tons
1935	..	12,500 "
1936	..	12,500 "
1937	..	12,500 "
1938	..	13,000 "

The United Planters' Association of Southern India consider that these figures constitute a minimum of what might be considered reasonable, but would emphasise that they do not represent South India's potential output. But, with the clear explanation given above of the inaccuracy of the statistics on which the International Committee based their calculation, the Association leaves it to that Committee to calculate what they consider a fair and reasonable quota for South India, taking into consideration:-

- (a) The actual exports from South India.
- (b) The proved area of rubber planted in the years 1925 to 1932 inclusive.
- (c) The low average exports from South India in the four years chosen for the International basis as compared with other countries.

(The Hindu, 10-11-34 & the Planters' Chronicle, 17-11-1934). \*

U. P. Unemployment Inquiry Committee:

Collection of Data. †

It is understood that the Government of the United Provinces has recently appointed a non-official committee, with Sir Tej Bahadur Sapru as its Chairman, to inquire into unemployment, particularly among the educated classes in these provinces. It is believed that the Committee will be empowered to make recommendations regarding the course of education in colleges.

The Committee has already issued a circular for the purposes of registering names and addresses of young men who have completed their education and have been seeking employment but have failed. Such young men have been requested to send their names, addresses, qualifications, the year of their birth, the year in which they passed their highest examination and the efforts made by them to secure an employment to the Secretary to enable him to compile a classified list for the use of the Committee in forming an idea of the extent of the unemployment in the provinces. Persons interested in the problem of unemployment among the educated classes in the United Provinces have also been asked to send their considered views and practical suggestions to the Secretary for the consideration of the Committee. †

(Hindustan Times, 12-11-1934).

Unemployment Relief in Bengal:

Working of Bengal Government Scheme, 1932-34. +

References were made at pages 68-69 of the October 1934 report, 54-56 of the June 1934 report, 57-58 of the February 1934 report and in several previous reports of this Office to the efforts made by the Government of Bengal to solve the unemployment problem in that province. A press note has been recently issued by the Government of Bengal reviewing the working of the Unemployment Relief Scheme of the Government (Ministry of Agriculture and Industries) from its very outset and the following is a brief summary of the same:-

The Origin of the Scheme.- The Department of Industries had for a considerable time been studying the economics of a number of industries, and what is more, evolving and standardising new processes of manufacture in various small industries with a view to reduce the cost of production and bring the price of the articles produced within the reduced purchasing power of the people. Early in January 1932 the Hon'ble Minister in charge of the Industries Department invited suggestions from some members of the Legislative Council for schemes "which without entailing heavy outlay on Government" would "in themselves offer a medium of lucrative employment to as many of our young men as possible." The scheme forwarded by Mr. N.K.Basu in ~~response to this~~ response to this request was accepted by the Department of Industries with modifications to suit the resources of the Department.

Unemployment & Middle Class Educated Youths.- It was recognised that there was a potential demand for educated middle class

48

youths in the small industries of the province. For, these small industries which already employ a larger number of workers than all the organised industries put together have scope for further expansion. But their methods are old fashioned and inefficient and as such they stand badly in need of improvement which can come from the employment of trained and qualified labour. It was thus apparent that the small industries required the assistance of the qualified youngmen who were turned out every year quite as much as the latter required employment. The easiest solution of the problem of middle class unemployment without additional expenditure and within the available resources was therefore to bring these two together and this was what the scheme was expected to do.

Working of the Scheme.- As finally evolved the scheme contemplated the establishment of four demonstration parties in each of the seven industries selected viz. jute and wool weaving, umbrella making, cutlery, brass and bell-metal, soap making, shoe making and pottery and the entertainment of two Industrials Surveyors. Rs. 100,000 per annum was sanctioned to give effect to the scheme as an experimental measure and it was put into partial operation in 1932-33 and in full operation in 1933-34.

Demonstration Parties.- The training of the peripatetic demonstration parties was taken up with the least possible delay. To secure non-official co-operation which was essential not only for getting recruits of the right type but also for creating an industrial atmosphere in a province, preeminently agricultural, the formation of a non-official association in each district known as the Industrial Association was encouraged and the local District Boards were called upon to assist. As there were only 28 demonstra-  
-tion



parties, work under the scheme could not be started in more than fourteen districts at a time. Up to the end of December 1933 4 cutlery, 4 bell metal, 4 umbrella, 4 pottery, 4 soap, 2 jute, 2 wool and 4 shoe parties were working in different parts of the province.

Success of the Scheme.- It appears that as many as 23 ~~max~~ young men trained by the Parties have started new umbrella factories of their own, while 8 others have found employment in factories. In the brass and bell metal industry, five have started factories of their own, while 8 others have found employment. Four students have been employed as skilled operatives in a new cutlery factory started at Calcutta and a student is reported to have started a cutlery factory of his own at Ranaghat. Similarly, pottery factories have been started by four students and six have found employment in factories. In the Jute weaving section, 24 have started factories and 17 have succeeded in securing employment. In the ~~wool~~ weaving section, again, two have started factories and 8 found employment. 20 students trained in soap-making have now got factories of their own while four have secured employment. One noteworthy feature is that the students who are starting factories of their own are also taking in trained students as employees. +

(The Hindu, 15-11-34)

Social Conditions.

✓ The Punjab Anti-Beggary Bill, 1934.

On 25-10-1934 a Bill to restrict and control the begging of alms in public, called the Punjab Anti-Beggary Bill, 1934, was introduced in the Punjab Legislative Council by Mrs. Lekhwati Jaha. The Statement of Objects and Reasons of the bill is given below:

In India in general and in the province of Punjab in particular, the begging of alms in public has become a positive nuisance and the general public is put to much trouble, Beggary encourages crime and laziness. So it is necessary that some check should be put on beggars and mendicants. In European countries as well this sort of beggary is also prohibited. Section 151 of Punjab Municipal Amendment Act, 1933, has proved extremely inadequate to meet the situation. In short, beggars are parasites of society and should be weeded out.

The Bill declares begging in public unlawful and makes it punishable with imprisonment up to three months or fine up to Rs.50. In the case of the offender being a child under 14, the child's parent or guardian is liable to be punished. Magistrates are, however, empowered to issue licences for begging. \*

(Pages 47-48 of Part V of the Punjab Gazette dated 2-11-1934).

51

Public Health.

Vital Statistics for India -1932\*.

The chief vital statistical facts relating to British India for 1932 are as follows: 1. The birth rate was 33.7 as compared with 34.3 in 1931. 2. The death rate was 21.6 as compared with 24.8 in 1931. 3. The infantile mortality rate per 1,000 live-births was 168.7 as against 178.8 in 1931.

These facts can be best appreciated by consulting the table below where the rates for ~~the~~ British India are compared with those for certain other countries.in 1932.

	Birth rate per mille.	Death rate per mille.	Infantile death rate per 1,000 births.
British India.	33.7	21.6	169
England and Wales.	15.3	12.0	65
Scotland.	18.6	13.8	86
Australia.	16.9	8.7	41
New Zealand.	17.1	8.0	31
Canada.	22.4	9.9	73
Union of South Africa.	24.3	9.9	69
Federated Malay States.	34.0	18.5	139
Palestine.	44.9	20.7	170
United States of America.	17.4	10.8	58
Japan.	32.2	19.0	132
Egypt.	44.8	26.8	160

Population. The table given below gives the mid-year estimated population in 1932 by provinces:

	Mid-year estimated population, 1932.		
	Estimated population 30-6-1931.	Excess of births over deaths.	Estimated popula- tion 30-6-1932.
British India	266,536,141	2,387,423	268,923,564
N.W.F.P.	2,367,581	23,883	2,391,464
Punjab	23,535,787	409,242	23,945,029
Delhi.	637,664	11,435	649,099

\* Annual Report of the Public Health Commissioner with the Government of India for 1932 Vol.I with Appendices.- Delhi:Manager of Publications 1934. Price Rs.4-2 or 7s. -pp.415.

52

	Estimated population 30-6-31.	Excess of births over deaths.	Estimated population 30-6-1932.
U. P.	48,451,761	412,639	48,864,400
B. & O.	37,804,714	235,191	38,039,905
Bengal	50,046,202	197,153	50,243,355
C.P.	15,558,488	151,539	15,710,027
Bombay	21,906,147	250,082	22,156,229
Madras	45,411,985	510,379	45,922,364
Coorg.	163,324	338	163,662

Emigration/Immigration. - The number of unskilled emigrants from Madras to Malaya decreased from 42,279 in 1930 to 102 in 1931 and to 17 in 1932; these emigrating to Ceylon fell from 68,337 in 1931 to 50,869. Immigrants from the same colonies numbered 72,225 excluding those who returned at their own expense. Immigrants to Burma numbered 300,368; and emigrants from that province 288,494. Those immigrating to Assam increased to 73,594 in 1932; 6,752 emigrants from this province passed through Tezpur depot.

Famine Conditions & their Relief.- The test works which were in operation in Assam, Bengal, Burma and the C.P. during the previous year continued during 1932-33. Those in Assam were closed down at the end of May and cost only Rs.11,330. In Bengal, distress continued till the end of September & in the Rangpur, Bogra, Pabna and Mymensingh districts. In Burma, scarcity relief operations were in progress in 8 or 9 districts. By the middle of June conditions had improved and although it was hoped to close the works by July, conditions in the districts of Prome and Thayetmyo necessitated their continuance. Relief works were in progress in the Prome and Yamethin districts but operations since the middle of July were on a more restricted scale. In the C.P. & Berar test works were in progress from March to the end of July in parts of the Buldana, Yeotmal, Amraoti and Akola districts.

In Madras, conditions in the east of the Ballary district, a tract frequently subject to drought, had been causing anxiety since November, 1931, and road works under the control of the district board were started early in the year. The local Government opened test works in order to determine the necessity of providing relief under the Famine Code. Gratuitous relief was at first provided for dependents of the workers, but this was discontinued in June and the works were closed at the end of September. Relief to the agriculturists of the affected area was also provided in the shape of suspension of land revenue and distribution of agricultural loans.

Hissar district in the Punjab which has frequently been subjected to visitations of famine, again suffered from scarcity of food and fodder during 1932-33 and test relief works were opened at the

53

the beginning of January, 1933. Road works under the district board were also in progress. A private relief committee did useful work, mainly in the form of distributing cotton and wool for spinning in the affected villages.

Live-births.- British India.- Live-births registered during 1932 numbered 9,654,506 (4,702,913 males and 4,351,593 females), or 81,384 less than the figure for 1931. The highest rate was recorded in the Central Provinces and the lowest in Bengal and in Coorg. Rural and urban areas recorded 8,143,514 and 910,992 live-births, the rates being 33.6 and 34.4 p.m. respectively. The urban rate exceeded that for 1931 in every province except Bengal. The proportion of males to every 100 females born was 108 (the proportion was the same in 1931). The birth rate exceeded the death rate in every province, the largest differences being recorded in Delhi (+19 p.m.), C.P. (+18), Punjab (+16), Madras (+14), B. & O. (+13), Bombay (+13), and U.P. (+12). In Coorg the difference was only +3 p.m.; this is accounted for by the fact that in this province a large proportion of the population are immigrant plantation labourers who leave their families at home in Mysore State and Madras Presidency.

Deaths.- British India. - Registered deaths numbered 5,805,666 (males 3,039,159 and females 2,766,507) as compared with 6,615,099 in 1931. The death rate was 21.6 p.m. as against 24.9 in 1931. The rate for females exceeded that for males in Delhi (+7 p.m.), Coorg (+8), Punjab (+1), Bombay (+1), Bengal (+1) and in Assam and Ajmer-Merwara it was nearly the same. Rural areas recorded 5,171,533 deaths and urban areas 634,133, as against 5,950,020 and 655,079 in 1931, the corresponding rates being 21 p.m. and 24 p.m. The highest rural rates were recorded in the C.P., Delhi, Punjab and Bombay and the highest urban in Coorg, Ajmer-Merwara, U.P., Burma and C.P. In N.W.F.P., Punjab, Delhi, B. & O., Bengal and Assam, the rural rate exceeded the urban; whilst in the U.P., Bombay, Madras, Coorg, Burma and Ajmer-Merwara it was less. Of the total deaths, 1,527,432 or nearly 26% occurred among infants under one year of age; 1,010,427 or 17% among children between the ages of 1-5 years; and 300,048 or 5% among those between 5-10 years. In other words, of every 100 deaths recorded, 43 were children below 5 years of age and 48 those below 10 years.

Infantile Mortality.- 1,527,432 deaths or 26% of the total mortality occurred during the first year of life, against 1,633,476 or 25% in 1931. In England and Wales the corresponding figures for 1931 and 1932 were 9% and 8% respectively. Compared with 1931 the rate of 168.7 for British India was lower by 10 p.m. In British India, of every 100 infants who failed to survive the first year of life, 29 died in the first week. In Coorg, 43 died in the first week, 38 in B. & O., 37 in Madras, 31 in C.P., 28 in Bengal, 27 in U.P., 26 in the Punjab, 24 in Assam, 23 in Bombay, 21 in N.W.F.P., 21 in Delhi, 17 in Ajmer-Merwara and 15 in Burma. Of every 100 infants dying in the first month of life, 60 died in the first week. Provincial figures ranged between 74 in Coorg, 71 in B. & O., 69 in Madras and 45 in Assam. Of every 1,000 live-births, 50 infants died during the first week of life; the figure for Coorg was 96,

54

for Madras 67, C.P.62, Bengal 50, B. & O. 49, N.W.F.P.28 and Burma 27. Of the total infant deaths, 49% occurred during the first month, the death rate being approximately 83 per 1,000 live-births during the first month, 48 between the second and the sixth month and 38 between the sixth and twelfth month.

The table given below records the infantile mortality rates for 1932 and 1931 in Presidency and provincial headquarter towns.

	1932.	1931		1932.	1931
Bombay.	219	274	Lucknow	266	286
Calcutta	246	244	Delhi	201	202
Madras.	239	251	Lahore.	228	185
Rangoon	366	278	Peshawar.	190	182
Nagpur.	244	323			
Allahabad.	222	256			

Causes of Infantile Mortality. - Statistics of causes of infantile mortality are not yet recorded in India but there is every reason to believe that the main causes are prematurity, infantile debility, bowed disorders, convulsions, malnutrition, diarrhoea and enteritis, respiratory diseases, inanition, smallpox, fevers and marasmus.

Chief Causes of Mortality. - The "fevers" group accounted for the largest percentage of deaths, nearly 59% of all deaths being classified under this heading with a recorded death rate of 12.9 p.m. 'Other causes' amounted to 27% of the total with a death rate of 5.9 p.m.; only 7% were recorded as respiratory diseases, the death rate for this group being 1.5 p.m. The three great epidemic diseases, cholera, small-pox and plague, had each a death rate of 0.2 p.m., a comparatively low figure as compared with the corresponding rates of previous years but still representing totals varying between 67,000 and 45,000. In the report for 1930, it was stated that "owing to the want of knowledge on the part of those responsible for registration, a number of diseases in which fever is a marked symptom are grouped under the general heading "fevers", whilst the "other causes" group defies any attempt at analysis, although in various limited areas, certain efforts have been made which throw a modicum of light on the mysteries concealed by this omnibus term." This position still holds good; the only diseases for which registration can be said to have reached a fair standard of accuracy are cholera, smallpox and plague, these being the most common and most fatal of the epidemic diseases which periodically devastate India.

Industrial Health - Mines. - During 1932, the daily average number of persons working in and about mines regulated by the Indian Mines Act, 1923, was 204,658 as compared with 230,782 in 1931. Of these 166,351 were men and 38,307 women. 110,907 persons worked underground, 41,017 in open workings and ~~22,734~~ 52,734 on the surface. 148,489 persons were employed in coal mines and 56,169 in metalliferous mines. Women employed underground numbered 14,711,

55

or 38% of the total; these included 14,583 in coal mines; 128 in salt mines; 10,761 in open workings; and 12,835 surface workers. Of the total women employed underground in coal mines, 8,827 were in B. & O., 5,060 in Bengal and 696 in the C.P.; the rest were employed in the salt mines in the Punjab.

Health of Mining Population.- Bengal and Bihar & Orissa.- The general health of persons living within the Raniganj and Jharia Mining Settlements was on the whole satisfactory; cholera incidence decreased, but smallpox increased. In the Asansol Mining Settlements concentrated efforts at vaccination and revaccination, prompt isolation and segregation checked the spread of smallpox. At the Tata Iron and Steel Company's Noamandi iron mine, the lower incidence of malaria was ascribed to improved sanitation and other anti-malarial measures; housing conditions were also considerably improved. Among the colliery population of 126,000 in Bihar & Orissa, 1,942 births and 980 deaths were recorded, giving rates of 15 and 8 p.m. Influenza with 2,932, smallpox with 396 and cholera with 51 cases were the chief causes of sickness. Influenza caused 24 and cholera 11 deaths. In the whole area, the estimated population was 527,988 the birth rate being 33 p.m. and the death rate 16 p.m. There were 130 suspected cases of cholera with 33 deaths as against 618 and 253 in 1931. Suspected smallpox cases numbered 772 with 20 deaths. In 5 collieries, water was taken from the Jharia water board supply, whilst 13 water tanks were kept in reserve as a precautionary measure against cholera. Conservancy received attention. Four maternity and child welfare centres were at work, the staff consisting of 2 health visitors and 5 midwives. Training of indigenous dais received attention. By a leprosy survey carried out in some of the collieries and villages near Jharia, it was estimated that 3 to 4% of the population were lepers and that the disease was on the increase. An allotment of Rs.1,600 was sanctioned by the Board for anti-leprosy work. 5 clinics were started at Jam Jharia, Kanta Pahari and Dhanbad; attendances numbered 965 new and 8,930 old cases.

Punjab. - The investigation into the incidence of anaemia at Khewra showed that while 50% of the population was slightly affected only 6% presented a serious state of ill-health.

Burma.- The anti-malarial measures at Namtu and Bawdin were successfully continued and the general health conditions in these places and at Tavoy and Mergui were good.

Health Conditions of Factory Workers.- The total number of factories at work was 8,241, perennial 3,802 and seasonal 4,439, and the average number of persons employed fell from 1,431,487 in 1931 to 1,419,711. Women workers numbered 225,632 and children 21,783 these representing 16% and 2% respectively, of the total factory population. Recorded accidents included ~~xxxxxx~~ 162 fatal, 3,513 serious and 14,452 minor. Safety committees have been established in some factories, whilst safety pamphlets were distributed by the factory departments in Bengal and Madras. Noteworthy progress was

56

made with housing schemes in the U.P. The general health of factory employees was reported to be normal and no dislocation of industry occurred from epidemic disease. M. O. Hs., in the U.P. have been appointed additional inspectors of factories and a similar proposal has been made in B.& O. The hazard of lead poisoning in the works of the Burma Corporation received close attention. The cleanliness of factory surroundings was reported to be generally well maintained and sanitary arrangements in the larger concerns were said to be satisfactory. In a number of the larger factories ventilating and cooling arrangements were improved but in the smaller concerns little change can be reported. As was perhaps to be expected, no great expansion of welfare activities occurred and the position as regards creches remained unchanged. The Kulti Iron Works near Anansol maintained an up-to-date and well-staffed hospital. The Bombay Presidency Baby and Health Week Association held exhibitions in a number of mills in Bombay and Ahmedabad which were attended by over 57,000 workers and their families. Appointment of resident doctors in the new sugar mills in the U.P. is a feature which deserves special mention. Maternity benefits amounting to Rs. 12,394 were paid to 605 women in the C.P. as against Rs. 9,766 to 498 women in 1931. +

1st A.I. Conference of Public Health Officials-1934:

Subjects on the Agenda. +

It has been decided to hold an All India Conference of public health officials at Bombay on 29, 30 & 31st December 1934. The Conference, the first of its kind, is convened on the initiative of the Public Health Department of the Government of Bombay.

The varied and complex problems connected with public health and administration will be discussed, and the conference will provide a common platform for health officials to exchange views and devise measures to tackle subjects of practical and immediate importance in public health and sanitation. With a view to ensuring that the conference is representative in character, the reception committee has requested all Provincial Governments to advise local bodies, such as municipalities and district local boards, to depute health



57

officials to the conference. Presidents of the various municipalities and local boards have also been invited to attend. Invitations have also been extended to some of the Indian States. The conference hopes to inaugurate <sup>an</sup> ~~the~~ All-India Association of Health Officers for promoting the cause of public health in the country.

Some of the questions which will be reviewed by the conference are: The extension of the public health service, measures for improving the registration of vital statistics, compulsory teaching of hygiene to teachers, control of midwives, control of adulteration of food and drugs, maternity and child welfare service, cinema films for public health education, school medical inspection, co-operation between public health authorities and voluntary health organisations. The question of how best to combat diseases such as malaria, cholera, plague, small-pox, tuberculosis, leprosy, hook-worm<sup>s</sup>, guinea-worm, hydrophobia, venereal diseases and kala azar will also be discussed, and the conference will also consider how to protect Indian sea ports and towns against the danger of yellow fever. †

(The Times of India, 19-11-1934).

68

Industrial Housing Scheme, Bombay, 1933-34.\* †

The Industrial Housing Scheme comprised 207 chawls during the year under review with rooms and shops as shown in the following table:-

Locality.	No. of chawls.	No. of rooms.	No. of shops.
DeLisle Road.	32	2,544	16
Naigaum "A" & "B"	42	3,266	78
Worli	121	9,476	184 and 103 Market stalls equivalent in space to 20 rooms.
Sewri	12	918	42
Total	207	16,204	423

During the year two rooms, one at Naigaum "A" and the other at DeLisle Road, were converted for occupation as shops and are being used as such.

Chawls in Use.- The following table shows the number of chawls occupied at the beginning and at the end of the year under review:-

y.	Chawls occupied at the end of March 1933	Rooms & Shops occupied at the end of March 1933.	Chawls occupied in March 1934.	Rooms & Shops occupied in March 1934.
Road.	29	2,839	30	2,555
	42	2,062	42	1,875
	49	3,036	49	2,224
	12	793	12	689
	132	8,730	133	7,343

It will be seen from the above table that the number of occupied rooms and shops, which on 31-3-33 was 8,730, declined to 7,343 towards the end of the year under report. This considerable decline is due entirely to the plight of the textile industry of the City and the widespread unemployment. The success of the Industrial Housing Scheme depends mainly on the fortunes of the mill industry, as the tenants of the Development Department Chawls

\* Annual Report on the Administration of the Industrial Housing Scheme for the year 1933-34. Bombay: Printed at the Government Central Press 1934. Price-Anna 1 or 1d. - pp.10

59

consist mostly of mill operatives. The situation worsened considerably from September 1933 owing to the closing down of all the mills belonging to the Currimbhoy group and a few of the mills belonging to the Sassoon group. So long as the industry remains in its present depressed state the downward trend in the occupancies is inevitable and cannot be checked.

Scale of Rents.- Single Tenements.- According to the report the scale of rents for single-roomed tenements at the four centres remained unchanged throughout the year, viz. DeLisle Road Rs.8, Naigaum Rs.7, Sewri Rs.7 and Worli Rs.5. Re. 1 extra is charged for corner rooms and Rs. 2 extra are charged for rooms in which additional water taps are provided at the option of the tenants.

Two and Three Roomed Tenements.- The rents fixed for these tenements remained unchanged. The rent of two roomed tenements varied from Rs.17-8-0 (top floor) to Rs.19-0-0 (per month) and that of three roomed tenements at Rs.27-0-0(per month).

Rent Collections.- The amount assessed for the year was Rs.638,095-12-8 as against Rs. 727,425 in the previous year, and the recoveries including arrears, during the year came up to Rs.629,600 and this gives a percentage of 98.6 for the year as against 99.4 for the previous year.

During the year 1,581 tenants involving rent of Rs.14,813 absconded as compared with 1,160 tenants involving Rs.12,285 in the previous year. Out of the former amount and the previous years' balance of Rs.10,593-11-9, Rs. 3,974-4-3 were recovered after tracking the absconders.

Amounts Written Off.- The total amount written off was Rs.8,366-5-11 as against Rs.9,621-1-9 written off in the preceding year. The total arrears of rent recoverable and irrecoverable on 31-3-34 were Rs.24,443-10-10 as against Rs.26,052-6-3 on 31-3-1933.

Vital Statistics & Sanitation.-

Locality.	Approximate Population.	Deaths.	Death-rate per 1,000 approximately.
Naigaum	12,775	212	16
DeLisle Road	9,375	176	18
Worli	11,120	238	21
Sewri	3,445	44	12
Total	36,715	670	18

The average number of occupants per room has been taken as five for the purpose of calculating the specific death-rate. During

60

the previous year the specific death-rate was 20 per mille. The lower rate during the year under review as shown in the table above, ~~that~~ ~~the~~ indicates that the sanitation of the chawls at all centres was satisfactory.

Maternity and Child Welfare Work. - The Bombay Presidency Infant Welfare Society, the Baby Health Week Association and the Bombay Municipality have provided medical relief at the chawls, while the Bombay Municipality has established schools for the children of the Development Department tenants at all the four centres.

(The report on the Administration of the Industrial Housing Scheme, Bombay, for the year 1932-33 is reviewed at pages 55-57 of the October 1933 report of this Office.)+.

61

Co-operation.

✓  
Supervision of Co-operative Societies in Bombay:

Enquiry Committee's Findings. +

References were made at pages 57-59 of our June 1933 report and at pages 61-62 of our July 1933 report to the informal conference of officials of the Bombay Government and non-officials held at Poona on 2 & 3-6-1933 to discuss the progress of the co-operative movement in general in the Bombay Presidency and of the Report of the Thomas Re-organisation Committee on the subject in particular. At this Conference the Registrar of Co-operative Societies, Bombay Presidency, explained his scheme for carrying out the recommendation of the Reorganisation Committee, but the conference was of the opinion that in view of the importance of the question, a committee should be appointed to report on it. Government accepted this recommendation and a committee was appointed presided over by the Registrar of Co-operative Societies. It has now submitted its recommendations, a summary of which is given below:

Strict Supervision Necessary.- The lack of suitable persons to act as office-bearers in rural areas, the prevailing illiteracy and the indifference and apathy to personal interest, the lack of courage to oppose selfish interests and the absence of a spirit of self sacrifice for the larger good have necessitated the provision of close and continuous supervision over the societies. Supervision at the time of sanctioning the loans, supervision to see that the monies advanced are not misapplied, supervision to ensure ~~the~~ punctual repayments and to check habits of extravagance and wastefulness, have become increasingly necessary. Simultaneously, the members have not only to be trained in the matter of keeping the accounts of the society but continuously instructed in the ideals and practices of co-operation. The pivot of such supervision must necessarily be the well-qualified, well-paid, properly-controlled and efficient supervisor.

Inadequacy of Present System of Supervision.- Out of a total of 3,818 agricultural societies, 2,788 societies with a working capital of 284 millions of rupees are affiliated to 101 supervising unions. 254 societies are supervised by 5 taluka development

associations, 93 societies by the special mamlatdar for Bhil societies and 60 by the Banking Union at Ahmedabad. The unions employ 112 supervisors and incur an annual expenditure of Rs.136,193. The other agencies spend about Rs. 9,014 and maintain 10 supervisors. 50 unions are self-supporting, while the rest have to rely on grants from Government and the central banks. The success achieved by these unions has been commensurate with the resources available. It is clear from the foregoing figures ~~x~~ that only 86 per cent of the agricultural societies are at present affiliated to various supervising agencies. The extension of the system could be ~~achieved~~ <sup>arranged about</sup> if available funds could be pooled together for the whole province. The Committee is against effecting economy in supervision <sup>by</sup> entrusting the work to Central Banks, as supervision by the Central Banks is likely to be partial and prejudiced and not thorough.

Recommendations of the Committee:- 1. Supervision to be Financed by Central Banks. - The best course, according to the Committee is to seek the financial assistance of central banks by a contribution based on their loan operations with the societies. The justification for this is the substantial assistance received by the banks from the supervising unions, not only in the assessment of credit for the borrowing societies but also in the recovery of their dues. It is recommended that this contribution should be levied from all central banks irrespective of the budgetary position of the respective districts boards. After five years, when adequate experience of this scheme has been gathered, the contribution of the central banks ~~may~~ may be revised.

2. Extension of Present System of Supervision and Constitution of Supervising Societies.- The Committee recommends the extension of the system of existing supervising unions and the continuance of the special mamlatdar for the supervision of Bhil societies. The affiliation of all societies to supervising unions is to be compulsory except in certain cases.

As regards the constitution and powers of the supervising unions, the Committee recommends that the managing committee should consist of nine members including the chairman, two nominees of the central bank and the district branch of the ~~institute~~ <sup>bank</sup>, four members elected by the affiliated societies constituted into suitable groups and two by the general constituency composed of all societies. The unions should have greater powers of enforcing their recommendations on societies and suspending the committees of management. In order to ensure the proper management of the unions the Committee proposes District Boards of Supervising Unions, which should be constituted of one nominee each of the central bank and the institute and representatives of the supervising unions in the district. All these unions in the district should form a general constituency and no union should have more than one representative on the district board.

Grouping of Societies for Supervision. ~~For~~ The grouping of societies in the Presidency, excluding Sind, for purposes of

of supervision has been worked out in detail by the committee. Thus there will be 3,575 agricultural credit and 334 other societies eligible for affiliation to supervising unions. These will be grouped into 105 unions with an average of 37.2 societies per union, 121 supervisors and 31 assistant or junior supervisors with an average of 25.6 societies per supervisor will be employed. The expenditure involved is Rs. 217,000, while the receipts from agricultural societies and from banks will be Rs. 224,000. If a provincial pooling of resources of all supervising unions together with contributions from the central banks were possible, as suggested by the committee, the scheme would be self-supporting. Otherwise, there will be a deficit of Rs. 20,000 which could be met from grants-in-aid, etc.+

(The Times of India, 5-11-1934).

66

Maritime Affairs.

Proposal for Improvement in Dietary of Lascars: Views of  
Bengal Chamber of Commerce. +

In July <sup>1934</sup> the Government of India, Department of Commerce, addressed the Chamber regarding certain changes that had been suggested in the food scale for lascar seamen as prescribed by the Government of India in August 1931. These suggestions had been made as the result of an informal conference of medical officers of the India Office, the Ministry of Health, and the Mercantile Marine Department, which was recently held in London under the auspices of the Board of Trade, the object in view being to amend the dietary for lascar seamen in the light of modern knowledge and in such a way as to afford them a greater degree of immunity from beri beri than the existing dietary does. At the conference a recommendation was made that the proportion of vegetables, particularly potatoes, might be increased from six ounces ~~per day~~ to ten ounces per day with a corresponding reduction of two ounces in the daily rations of rice and flour. In addition, the following suggestions had been put forward for the consideration of the Government of India:

Detailed Suggestions:-

(1) That the ration of tinned (condensed) milk might be increased from four ounces per man per week to that allowed under the Merchant Shipping Act, 1905, namely, one-third of a pound per man per week;

(2) that "atta" (Indian whole-wheat flour) might be substituted wholly or partially for the existing ration of flour. In this connection the opinion had been expressed that "atta", if packed in tins, might keep well enough to be used on board ship; alternatively, the possibility was suggested of using a grinding machine by which "atta" could be prepared on board as required for use, in which case wheat, which keeps well, could be stored instead of "atta";

(3) that lemon and ~~arg~~ orange juice should be substituted for lime juice;

(4) that herrings and kippers, nuts and soya beans should be introduced into the scale (the suggestion evidently being that herrings, which could be fresh, pickled or tinned, might be substituted for dried fish on one of the fish ration days); and,

(5) that fresh meat at the sea ration of four ounces be issued four days a week in all weathers and the fish ration on three days.



Chamber Opposed to Change.- These proposals were under the consideration of the Government of India, but before coming to a final decision Government desired to have an expression of the Chamber's views. The proposals were considered by the Chamber's Shipping Sub-Committee, ~~who~~ <sup>which</sup> pointed out that the opinion of the highest authorities on the subject of bio-chemistry and nutrition had been obtained with the result that it had been agreed that the present diet is of very high calorific value and considerably in excess of that considered necessary for the recruit of the British Army at home. The proposed alterations in the scale of provisions were, however, principally aimed at the prevention of beri beri and the crucial test should therefore be the actual incidence of this disease among lascar seamen. So far as this ~~affected the crews of the ships of the Steamship Companies with which the Chamber's Shipping Sub-Committee were concerned,~~ the disease was very rare indeed and as a matter of fact there had not been a single case reported in Calcutta for many months, and when it is remembered that several thousand seamen are employed by these Steamship Companies, it could not be denied that the occurrence of beri beri was so rare as to be considered negligible. Apart from this general review of the position, the Chamber's Shipping Sub-Committee offered the following comments on the suggested amendments in the dietary of lascar seamen:-

- Practical Difficulties.- (1) The suggestion that "atta" might be substituted wholly or partially ~~for~~ for the existing ration of flour, and that grinding machines should be carried by vessels for preparing the atta, would involve shipping companies in considerable expense.
- (2) Lemon and orange juice is unknown to Indian seamen. Lemons do not grow in sufficient quantities in India to allow for the manufacture of lemon ~~juice~~ juice and this item would have to be imported at a considerable increase in cost over the present issue of lime juice.
- (3) It is very doubtful if herrings and kippers would be acceptable to lascar seamen as the latter would be uncertain of the manner in which the fish was prepared and generally speaking Indian seamen are averse to European prepared food in case of contamination of port or fat. The cost of this item would also be considerable as it would require to be tinned.

68

As a general comment on the whole matter under discussion, the Chamber Sub-Committee regarded it as strange that at a time when the British Government is searching for means to preserve their Mercantile Marine in these years of depression an informal conference should sit in London and recommend that lascar seamen should be given foods which European residents in the East look upon as luxuries.+

(Extracted from the Abstract of Proceedings for the months of July and August 1934 of the Bengal Chamber of Commerce).

Dock Workers' Strike, Calcutta.

About 5000 dock workers of Calcutta went on strike on 26-11-34 as a result of the refusal by authorities of their demands, mainly relating to shorter hours. The workers decided on the action at a meeting held on 25-11-34 when allegations were made against stevedores as regard long hours and low wages. As the strikers refused to return to work, the stevedores have engaged Anglo-Indian and Chinese labour to carry on with the work of loading and unloading the ships in harbour. According to the Statesman of 4-12-1934, negotiations towards the settlement of the strike are being continued, but the outcome is anything but reassuring so far as further easement of the shipping position of the port is concerned.

Statement by Joint Committee of Steamer Agents & Stevedores.-  
An important statement was made on 2-12-34 by a joint committee of steamer agents and stevedores formed specially to deal with the strike. The committee states that the steamer agents have decided to support the Master Stevedores' Association in resisting the strikers' demands; firstly, because the master stevedores have satisfied the agents that they had kept to the terms of the agreements

69

between themselves and their labour after the 1922 strike; and secondly, because all evidence before the strike pointed to the fact that the majority of the labour was satisfied with the existing scale of wages and hours. It is true demands have from time to time been made by the unions, of which there are three, but the information then to hand was that the unions only represented a small fraction of the labour." It is the opinion of the committee that a very large number of men have only struck work under pressure from a well-organised minority, and that the union as at present constituted and led is actuated by communist motives. The committee considers that there are excellent grounds for associating this strike with Communism, because of the known connexion of some of the strike leaders with the Communist movement. (The Statesman, 4-12-34)

Indian Finance, a prominent Commercial weekly of Calcutta, of ~~xxxx~~ 1-12-34 publishes the following comments on the strike:

The position seems to be that Dock Labour which loads and unloads cargo is dissatisfied with present conditions of work and with the scale of payment. A gang of eight men and a Sardar receive Rs.12-8-0 a day and ~~x~~ the men work, it is said, eleven hours at a stretch. The work is arduous and hazardous and the Whitley Commission have placed it on record that dock labour is about the poorest paid in India, the average monthly earnings being about Rs.20, after deductions by way of Sardars commission and middlemen's takings. With trade depression, this income has shrunk and employment is irregular. The strikers' case is for an increase from Rs.12-8-0 to Rs.16-8-0 ~~xxx~~ a day and for eight working hours. They allege that the present scale of payment and the eleven hours shift have not altered since 1928.

The absence of a reasoned statement by the other party gives rise naturally to inconsiderate conclusions in interested circles. Silence does not help to clarify the issues and may warrant the assumption that the employers' case will not bear examination. What is regrettable is that no attempt seems to have been made to come to an agreement. On the facts, as far as the public knows them, a settlement, if approached in the right spirit, would not be difficult. In these days of distress small wage earners are not to be stampeded into a strike. The dockers at Kidderpore are unorganised, in the strike sense, and docile as far as the public is aware. And we are not inclined to credit the allegations of Communist influences that are in strike trouble usually made: there are legitimate labour disabilities which call for redress. What has introduced an element of aggravation is the employment of Anglo-Indians and Chinese in place of the strikers who comprise both workers and Sardars. A well-known firm of shippers is, it is said, recruiting non-Indian labour to replace Indian labour at the Docks. Shipping cannot be held up by a strike and any temporary measures taken to deal with an emergency are justifiable. But to deliberately deprive labour of a scanty living as a retaliatory measure cannot enlist public sympathy.†

(Indian Finance, 1-12-1934).

Migration.

70

ns in Malaya, 1933.\* †

Information regarding the Indian emigrants in the Annual Report of the Agent of the Government Malaya for the year 1933.

on in Malaya.- According to the report, the on in Malaya at the end of the year 1933 was . The excess of births over deaths since the us is said to be 18,500. Of the total Indian , more than 187,000 were Indian labourers. boursers or 18% of the total number were in the departments such as public works, sanitary other miscellaneous departments. Of the remain- ns, the vast majority were employed in rubber

ule 23 of the Indian Emigration Rules, 1923, d emigration of more than one man, who is naccompanied by his wife, in every five Malaya has been claiming permanent exemption this rule as has been granted to Ceylon. The f Malaya from the rule has, however, been d of December 1933. From 2.5 males to 1 female he ratio improved to 2.1 males to 1 female Census. But this improvement has been counter- nt heavy exodus of women and children during epression and rubber slump. Amongst adults above), 16,430 males accompanied by 1,699 to 1 female) arrived as ordinary deck passen- les accompanied by 3,780 females (or 6.5 males aya during the year. Among minors (under 12 ants, 1,390 boys and 703 girls (or 1.2 parted as deck passengers during the year. further lowering of the proportion of females

labour.- Ten adults with 7 minors and 3 infants grate during the year to join their relatives

In November 1933 a deputation consisting of the Controller of Labour, Malaya, and the Chairman of the Planters' Association of Malaya conferred with the Government of India and the Standing Committee on Emigration of the Indian Legislature at New Delhi, but a final decision in the matter was reached only after the close of the year. The Government of India have decided to permit non-recruited assisted emigration to Malaya subject to a maximum of 20,000 labourers during the first year. Besides these assisted emigrants, deck passengers who emigrated to Malaya paying their own passage numbered 18,129 adults, 1,357 minors and 736 infants. Of these, nearly 46% (i.e., 8,211 adults with 591 minors and 420 infants) belonged to the labouring classes and the remaining 54 per cent (i.e., 9,918 adults with 766 minors and 316 infants) were traders and others. The number of passengers who arrived during the year by the Messageries Maritimes Line was 969 as compared with 903 during 1932. There was a noticeable increase in arrivals towards the end of the year caused evidently by the improvement in trade conditions.

Repatriation and Departures. - The report shows that during the year under report, 7,687 adults, 1,497 minors and 794 infants were repatriated as compared with 41,698 adults, 9,988 minors and 4,790 infants in 1932. The repatriation of able-bodied labourers was practically stopped during the second half of 1933 owing to the ease with which work could be obtained as a result of the improvement in trade. A few batches of labourers who had put in less than 10 years' service and who were retrenched from the Electrical and Railway departments after 1-7-1933 applied for repatriation, but their request was turned down on the ground that work at standard rates of wages could be obtained in Malaya. Repatriation was recommended by the Agent in 54 cases in which his assistance was sought. The cost of repatriation during 1933 amounted to \$ 130,254, as compared with \$900,835 during 1932 and \$1,278,145 during 1931. Deck passengers who returned to India during 1933 paying their own passage totalled 21,017 adults, 1,229 minors and 1,154 infants as compared with 25,290 adults, 1,350 minors and 1,385 infants during 1932. Of these nearly 31 per cent, i.e., 6,216 adults with 466 minors and 496 infants, were of the labouring classes and the remaining 69 per cent, i.e., 14,801 adults with 763 minors and 658 infants, were traders and others, as compared with 40 per cent and 60 per cent respectively during the previous year. The number of passengers who left by the Messageries Maritimes Line during 1933 was 553 against 550 during the previous year.

Labour Force at the end of 1932 and 1933. - Notwithstanding the excess of departures over arrivals during the year, the Indian labour force was slightly on the increase at the end of 1933. This was due presumably to a number of persons who had been relegated to the position of dependants during the worst of the rubber slump having been re-employed and brought on to the check rolls. The position of labourers as a whole at the end of 1933 was as under:

	31-12-1932.	31-12-1933.
Straits Settlements.	31,127	32,878
Federated Malay States.	110,250	115,364
Unfederated Malay States.	38,997	39,347
<b>Total.</b>	<b>180,374</b>	<b>187,589</b>

The report shows that, as in the previous year, there was no real shortage of Indian labour, and that by the end of 1933 the gradual return of confidence and the increased price for rubber caused more employment to become available.

The strength of labour forces consisting of Indians, Chinese and Javanese as they stood at the end of 1932 was as follows:

	Indians.	Chinese.	Javanese.
Straits Settlements.	32,878	26,606	7,911
Federated Malay States.	115,364	58,538	10,202
Unfederated Malay States.	39,347	23,791	21,194
<b>Grand Total</b>	<b>187,589</b>	<b>108,935</b>	<b>391,507</b>

The total number of Indian labourers shown in the above statements is in respect of estates and other places of employment in which ten or more labourers are employed exclusive of dependants. By no means does it show the entire Indian labourer population in Malaya, as a large number of Indian labourers, skilled and unskilled, are employed in domestic services, shops, and business houses and numerous other places where less than ten labourers are employed.

Economic Position of Indians.- The report states that Malaya like other countries has been passing through difficult and anxious times and no improvement in the economic position of the Indian labourers in this country was apparent till the second half of the year.

Wages.- The following standard rates of wages for a day of nine hours' work, which were temporarily adopted on and from the 5th October 1930 to tide over the slump in the rubber industry, remained nominally in force throughout the year in the following ~~key~~ districts representing (i) easily accessible and fairly healthy areas, and (ii) remote, inaccessible and rather unhealthy areas:

	Adult male	Adult female	Minor above 10 years.
(i) For Province Wellesley(S.S) and the three Coast Districts of Selangor (F.M.S).	40 cts.	32 cts.	16 cts.
(ii) Inland districts of Pahang(F.M.S)	47 "	37 "	...
Kelantan (U.M.S). ...	47 "	37 "	...

The minimum wages paid to the Indian labourers employed by Government and Public Departments throughout Malaya generally conformed to the standard rates specified above. Those who were employed in special works, such as the Naval, Air and Military Bases at Singapore, the Hydro-Electric Works in Perak, the Oil Installations in Singapore, the Oil-fields in Brunei and in Pipe-line works, earned much more than the standard rates; but in the case of those employed on rubber estates, who formed the bulk of the Indian labour force, employed in this ~~country~~, a system of payment on an hourly basis had to be adopted in most places and the wages paid, especially to the tappers for forenoon tapping work of about 6 1/2 hours, amounted only to 28-30 cents a day for an adult male and 24-25 cents a day for an adult female. The rates for afternoon work of about 2 hours done by some of them on certain days of the week ranged from 8 to 10 cents in the case of males and from 6 to 8 cents in the case of females; but most estates would not or could not give afternoon work and in some places the labourers themselves were not keen on turning out for afternoon work. Where the tappers worked on contract rates, they were paid at about two cents per pound of dry rubber contained in the latex brought by ~~the tappers~~ ~~paid~~ ~~at~~ ~~different~~ ~~rates~~ ~~either~~ ~~on~~ ~~a~~ ~~day~~ ~~wage~~ ~~system~~ ~~or~~ ~~on~~ ~~contract~~ ~~system~~ them. The labourers employed in tin mines, cocconut, oil palm and tea estates were paid at different rates either on a day wage system or on contract system. As the standard rates were applicable only to the few specified districts, the employers of labour outside such districts were not bound by the standard rates and there was nothing to prevent their paying the labourers wages less favourable than the standard rates. In these **NON-KEY** areas also the system of payment on an hourly basis prevailed.

So far as the rubber industry is concerned, the demand for labour, rates of wages, etc., during the slump fluctuated in accordance with the rubber prices and statistics, and cost of production. The increase in the price and production of rubber during the ~~the~~ <sup>second</sup> half of the year under review created a demand for labour and the rates of wages showed a tendency to increase automatically. In the Report for 1932, it was explained how, at the instance of the Controller of Labour, the Council of the Planters' Association of Malaya and the Indian Immigration Committee agreed in May 1932 to the payment of monthly subsistence wages at \$7.20 for men and \$6 for women for forenoon work (which on a calculation of

74

24 days' work would come to 30 cents a day for men and 25 cents a day for women). This arrangement was in order chiefly to prevent further depression in wages and to serve as a reminder to employers of labour that if the labourers were not enabled to earn that much they would be offered the option of free repatriation. In June 1933, the Controller of Labour again addressed the Council of the Planters' Association of Malaya for their co-operation to increase the 'morning rates' (i.e. the wages for forenoon tapping of about 6½ hours' work) to a minimum of 28 cents for a man and 24 cents for a woman so that the subsistence wages of \$7.20 and \$6 respectively could, as fixed by the Indian Immigration Committee, be earned by workers. As the price of rubber gradually improved afterwards and as the competition for labour from small and large holdings grew acute, resulting in crimping of labour, the rates of wages increased to a fairly satisfactory level during the latter half of 1933. The Agent of the Government of India hopes that when the trade depression passes away and normal conditions are ~~re~~ restored, all will agree to the fixation of statutory minimum wages for an eight hour working day as in Ceylon.

Co-operative Societies.- According to the report, there was considerable progress in the co-operative movement among Indians in Malaya during the year under review. There were 152 co-operative societies with a membership of 20,903 as against 106 societies with 12,577 members in 1932. The subscribed capital of the societies was \$367,439.

There was a growing demand for the organisation of such societies from employers and labourers all over Malaya, which is a happy sign of the appreciation of the benefits of this movement, but progress was not possible as the present limited staff of Indian Co-operative Officers could hardly cope with the demand for new societies. It is hoped that steps will be taken early to train a sufficient number of additional officers for this purpose. In addition to this, some estate managers interest themselves in the matter of affording facilities for banking their labourers' savings and keep deposit accounts for them.

Indebtedness.- Few complaints, of indebtedness of labourers to their employers were received by the authorities but the indebtedness of labourers, kanganyes, tindals and mandores and even of clerks and conductors to one another was a fruitful source of complaints from labourers and kanganyes and partly accounted for their frequent 'bolting' from estates and other places of employing. The ~~the~~ Indian labourers were more heavily indebted to the pawnshops during the prolonged trade depression than at other times was well brought to the fore at the quarterly general meeting of the Malacca Planters' Association held in June 1933. Figures obtained showed that the various village pawnshops had advanced to the Tamil labourers on the security of their jewellery the huge sum of \$63,275.65, on which interest at the rate of 24 to 36 per cent per annum was being paid.



75

The report remarks that if this was the position in the Settlement of Malacca, a part of the S.S., the indebtedness of Indian labourers to pawnshops in the rest of Malaya could be well be imagined.

**Health and Welfare.**- Statistics obtained during the year show that in Federated Malay States, the birth and death rates per mille among Indians were 26.9 and 15.3 respectively; in the Straits Settlements 35.5 and 22.8 respectively, and in Unfederated Malay States 21.9 and 14.8 respectively. The rates of infantile mortality during the year under report were 146 in Federated Malay States, 136.77 in Strait Settlements and 164.8 in Unfederated Malay States.

**Housing Conditions.**- All the estates and other places of employment were periodically visited by the inspecting officers of the Labour Department and orders were issued, wherever necessary, under the provisions relating to health, housing, water supply and sanitation. The Controller of Labour was informed of the defects or irregularities in this respect which were noticed by the Agent in course of his inspection of estates and other places of employment. There was no complaint of over-crowding, but in some places the repair or renewal of the labourers' lines had been postponed for want of funds. It is hoped that these will be attended to as soon as financial conditions of the estates improve. On the whole, housing, water supply and sanitary arrangements were satisfactory.

**Workmen's Compensation Benefits.**- The S.S. Workmen's Compensation Ordinance No. 9 of 1932 and the F. M. S. Workmen's Compensation Enactment No. 1 of 1929 (as subsequently amended) were brought into force in the respective territories with effect from 1st October 1933. Prior to their enforcement, necessary rules for the working of this Ordinance or Enactment were framed by the respective Governments and published in the official gazettes for general information. The procedure for the transfer and disbursement of compensation money in cases in which the dependants of deceased labourers are in India is at present under consideration. As regards the introduction of similar legislation in the Unfederated Malay States, the Governments of Johore and Kedah were taking steps to draft similar enactments, but it would take some considerable time before they could be introduced owing to the delay involved in their translation into the Malay language. The other Unfederated Malay States which are not sufficiently developed or advanced are watching the working of the law in the Federated Malay States and will come into line with them sooner or later.

**Education.**- Under the provisions of the local Labour laws the Controller of Labour may require employers of labour to maintain, at places of employment where there are ten or more children between the ages of seven and fourteen, schools with a reasonable number of teachers. The estate schools thus maintained are Tamil schools with the exception of a few in which Telugu or Malayalam is taught. Education is imparted free to the labourers' children, but as most of the teachers in these schools are untrained and unqualified men, the quality of instruction cannot but be poor. Such of these schools

76

are in receipt of grants-in-aid are supervised by Assistant Inspectors who also conduct the examinations in such schools. Even for the children of labourers employed by the several departments of Government, the number of vernacular schools provided, comparatively speaking, is small. It is hoped that with the improvement in the rubber industry and in the financial position of the Governments, it will be possible to improve matters.

Legislation.- The F.M.S. Labour Code, 1923, was further amended by Enactment No.29 of 1933. The amendments were of a formal nature and of minor importance. The S.S.Labour Ordinance (No.197) was further amended by Ordinance No.33 of 1933 so as to bring it into line with the F.M.S. Labour Code and to effect a few other minor amendments which experience had shown to be desirable. The Kedah Labour Code was further amended by Enactments Nos. 1 and 19 of 1933 in order to assimilate the Labour law of Kedah to that of the other Malay States. The Labour Enactments of Kelantan were similarly amended by Enactments Nos. 16 and 17 of 1933 to provide adequate protection for women and children in industrial concerns. A new consolidated Labour Enactment for Kelantan, based on the F.M.S. Labour Code, was under preparation at the end of the year. The question of framing suitable labour legislation for the Unfederated Malay State of ~~Terengganu~~ Trengganu which is not easily accessible and not much developed, was mooted for the first time early during the year, and a draft Labour Code was prepared, but it was not passed by the State Council till the end of the year.

Political Status of Indians. - Indians have, in common with other communities, no political or municipal franchise. The members of the S.S.Legislative Council, the Federal Council and the several State Councils are nominated by the Government. The educated Indians in general have been very much perturbed over the pro-Malay policy that is being followed by the Malayan Administrations, but it is hoped that this policy will not materially affect the position and status of the Indians who are already in this country and who have made this country their permanent home. The report of Brigadier-General Sir Samuel Wilson, G.C.M.G., K.C.B. (vide page 75-77 of May 1933 report of this Office) was approved during the year by the Secretary of State for the Colonies and the administrative changes envisaged therein were being brought into effect with a view to efficiency and economy. +

(The annual report of the Agent of the Government of India in British Malaya for the year 1932 is reviewed at pages 83-88 of our November 1933 report).

77

Indians in Zanzibar:

Mr. K.P.S.Menon's Report. +

Reference was made at pages 76-78 of our July 1934 report to the move made by the Zanzibar Government to impose certain restrictions by legislation on the trading rights of Indians in Zanzibar, and at pages 87-88 of our August 1934 report to the appointment of Mr. K.P.S.Menon, I.C.S. to examine (1) the effect of the recent legislation passed by the Government of Zanzibar on Indian interests, and (2) marketing legislation in Tanganyika, Uganda and Kenya. Mr. Menon submitted his report to the Government of India in the first week of November. The Standing Emigration Committee of the Legislative Assembly met on 19-11-34 to discuss the report. The meeting lasted a little over two hours. The report has not yet been made available to the public; the following is taken from an account of the discussions in the Standing Emigration Committee <sup>meeting</sup> of 19-11-34 sent out to the press by the Associated Press of India.

Land Alienation Act.- The report referred to the Land Alienation Act. It was stated the Zanzibar Government appointed a commission with the Chief Justice of Zanzibar as Chairman and an Indian barrister as member to examine the possible effects of legislation on the Indian community there. It was, therefore, decided that the Government of India should await the report of that commission.

Money-Lenders Decree.-Regarding the money-lenders' decree, it is understood, Mr. Menon considered this not very objectionable and the Committee agreed with this view.

76

Legislation re. Export Trade.- But regarding legislation which controls the export trade, whereby Indians were largely affected, the Committee suggested that the Government of India should urge its repeal.

Marketing Legislation.- As regards the marketing legislation framed by the Zanzibar Government for discussion by the Zanzibar Legislature in November 1934 (the legislation is on the lines of those already in force in Tanganyika and Uganda), the Committee desired the Government of India to make urgent representations to the Zanzibar Government not to proceed with it. On all these matters, the Government of India's position is said to be in accord with the unofficial opinion expressed by the Committee.

Amendment of Emigration Rules.- Lastly on the general question of amending emigration rules with the main object of giving family control over the wishes of family members recruiting themselves as emigrants, the Committee members expressed their views in full for the benefit of the Government of India before they proceeded with the proposed changes.

(The Hindu, 19-11-1934).

79

The following extracts from a long editorial article published in the Hindu of 24-11-1934 fully reflect Indian nationalist opinion on the Zanzibar crisis:-

"The Zanzibar Government have promulgated a number of ordinances affecting the Indian community. There is first of all the Land Alienation Ordinance which lays down virtually that henceforth Indians shall not own land in the Island. If they have any claims on land as mortgages, then, the only course which is permitted to them is to secure possession of the land and, in lieu of the amount advanced, enjoy the usufruct of the land for a period of twenty years after which the land will automatically revert to the owner. If the land was held in simple mortgage, the only relief that the mortgagee might apply for and secure is to be put in possession of the property and enabled to enjoy it to a maximum period of twenty years after which the debt, whatever the amount, will be deemed to have been extinguished. It is also definitely laid down that Indians may not henceforth purchase lands validly save with the consent of the British Resident. The revolutionary nature of this legislation is admitted.

"Another grievance of the Indian community in Zanzibar is in respect of the clove trade. For years past, this trade has largely been in the hands of Indians. By a decree recently promulgated, the Government have promoted a new organisation, the Clove Growers' Association, one result of which will be to deprive the Indians of their share in this trade. In addition to this virtual establishment of a Government monopoly in clove trade, a marketing scheme has been promoted similar to the one in Tanganyika and Uganda, the ostensible object of which is to eliminate middle men, though its real effect will be further to deprive Indians of their means of livelihood.

"The Anti-Indian Code in Zanzibar comprises other legislative measures as well. There is the Moneylenders decree. Although the title of the decree suggests that it is an innocent measure meant to control the activities of unscrupulous moneylenders, in reality it will operate against Indian shopkeepers. It empowers a court to reopen transactions concerning sale of goods on credit to an Arab or African ~~on grounds~~ and, in cases in which the court considered the transactions harsh or unreasonable, to give relief to the Arab or African on grounds of equity and fair dealing. The reason why this law is attacked by Indians is obvious. Trade is concentrated in Indian hands and European dealers find Indians to be formidable rivals. The European dealers seem to think that the success of the Indians is due to the fact that they sell on credit. The Moneylenders decree such as the one passed is calculated heavily to penalise credit sales.

It is noteworthy that all these measures appear to be inspired by a single purpose or at any rate calculated to end in one result - the deprivation of Indians of their means of livelihood. The Indian cannot be a primary producer, because ownership of land is denied to him. He cannot be a distributor because the Clove Growers' Association monopoly, the marketing laws and the Moneylenders Decree will effectively exclude him from the distributive business. He cannot be a financier because the only security on which it is possible for him to advance money has been rendered worthless by the Land Alienation

80

law. Surely, the inference is justified that the whole series of laws constitute an Anti-Indian Code in which India cannot acquiesce. The Indians in Zanzibar are permanent settlers, born and bred up in the Island. They have invested no less than a crore of their money — all that they possess — in the Island. The Zanzibar Government will be universally deemed to have been guilty of ingratitude, to put it mildly, if they persist in their efforts to persecute Indians and oust them from a position which they have legitimately won for themselves. We trust the Government of India will speak out India's mind in the matter and administer a timely warning to Zanzibar." +

(The Hindu, 24-11-1934).