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INTERNATIONAL LABOUR OFFICEINDIAN BRANCH

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Report for October 1932.Contents.

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References to the I. L. O.

The following is an extract of an interpellation put in the Legislative Assembly on 23-9-1932 regarding the representation of the Government of India at the I. L. Conferences and the answer given by the Government of India thereto.

Mr. K. Ahmed (on behalf of Lala Rameshwar Prasad Bagla):

(a) Will Government please place on the table a statement showing the names of the Delegates and their Advisers who represented the Government of India at the various International Labour Conferences as also the subjects discussed at each of such conferences?

(b) Will Government please state if they were represented at all such conferences? If not, when and why not?

(c) Will Government please state if they have so far nominated a woman-adviser for any of these conferences? If so, when?

(d) Will Government please state whether or not questions affecting women were discussed at any of these Conferences?

(e) Is it a fact that under the constitution of the International Labour Organisation it is necessary that of all advisers "one at least should be a woman when questions specially affecting women are under discussion"?

(f) If the reply to part (e) be in the affirmative, are Government prepared to assure the House that in future they would without fail nominate a woman as an adviser particularly in years when the International Labour Conference would take up matters affecting women?

The Honourable Sir Frank Noyce; (a) The information asked for will be found in the Bulletins of Indian Industries and Labour and the Proceedings of the International Labour Conference, copies of which are available in the Library of the House.

(b) The Government of India were represented at all the Conferences.

(c) A woman adviser was nominated for the Third Conference held in 1921.

(d) Yes.

(e) Article 389 (2) of the Treaty of Versailles contains the provision quoted by the Honourable Member, but its terms are not mandatory.

(f) The answer is in the negative.

Mr. N.M.Joshi; May I know whether the Government of India propose to send delegates as well as advisers to the next conference?

The Honourable Sir Frank Noyce: I am sorry, I did not catch the Honourable Member's question.

Mr. N.M.Joshi: My question was whether the Government of India propose to send a full delegation to the next Conference and not send delegates only as they did last time?

The Honourable Sir Frank Noyce: Four delegates constitute the full delegation, and that was the number which, I think, was sent on the last occasion.

Mr. N.M.Joshi: May I know whether the Government of India will send advisers also as they generally do, except last year?

The Honourable Sir Frank Noyce: That point will be considered, Sir.

(Extracted from pages 1222-1223 of the Legislative Assembly Debates of 23-9-1932, Vol.V. No.4).

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The September 1932 issue of Labour Gazette, (Vol.XII No.1), Bombay, reproduces at pages 32-33 under the caption "International Labour Office: Composition of the Governing Body", the note of the week published in Industrial and Labour Information of 8-8-1932.

The same issue of ~~the~~ Labour Gazette also reproduces under the caption "Social policy in Egypt" a note published in the Industrial and Labour Information of 22-8-1932, re. the Egyptian Bill to regulate the industrial employment of children and young persons.

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The Times of India of 1-10-1932, the Leader of 2-10-1932, the Hindu of 3-10-1932 and other papers, and the September 1932 issue of Labour Gazette, Bombay, publish the communique issued by the Government of India on 27-9-1932 announcing the items on the agenda of the 17th session of the I. L. Conference scheduled to be held in May 1933 and calling for recommendations from organisations of employers and workers for the nomination of non-Government delegates.

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The Times of India of 4-10-32 publishes an anonymous article under the caption "The Indian Trade Union Problem". The article

examines the points of difference between the A.I.T.U. Congress and the Indian Trades Union Federation which stand in the way of unity, and expresses the opinion that they are not insurmountable and that the real difficulty lies in the scramble for leadership of union. He says:

"Recent governmental legislation has been extremely helpful and the International Labour Conference has given a tremendous impetus to social and industrial legislation in India. Only, the scramble for leadership of unions—and there are quite a good many indifferent unions, not to speak of paper unions—and for leadership of Indian labour, must cease. A healthy co-operation among the leaders and workers is sure to eliminate the present friction and elevate the tone of Indian trade unionism which is sure to react favourably upon the national economic and political situation."

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The September 1932 issue of H.E.H. the Nizam's State Railway Employees' Union Bulletin (Vol.I. No.9), and the August 1932 issue of the M. & S.M. Railwayman (Vol.4, No.2) reproduce the note published in the Press Report dated 15-8-1932 issued by the A. I. Railwaymen's Federation regarding the further extension of the scope of the Washington Hours Convention on Indian Railways (Vide page 5 of our August 1932 report).

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The Statesman of 16-10-1932, the Hindustan Times of 18-10-32, the Leader and the Hindu of 19-10-1932, the Advocate of 23-10-1932 (Vol.I No.15), Federated India of 26-10-1932 (Vol.VI, No.43) and other papers publish a communiqué issued by this Office on 15-10-1932 on the decision of the Governing Body to hold a tripartite technical conference to consider the question of reducing hours of work in industry.

(Copies of the communique were forwarded to Geneva with this

Office's minute H.2/2501/32 of 20-10-32).

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The Indian Labour Journal, Nagpur, of 30-10-1932, publishes an article under the caption "Great Reductions in Working Hours: The New Tendency" contributed by the Director of this Office. The article gives a brief review of the movement for shorter hours and the part played by the I.L.O. in it.

(A cutting of the article was forwarded to Geneva with this Office's minute H.4/2540 /32 dated 3-11-32).

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The August 1932 issue of M & S.M.Railwayman (Vol.4, No.2), publishes a criticism by S. K. Srinivasan of the proposals put forward by the Government of India for the revision of the Indian Factories Act (vide pages 11-15 of our June 1932 report for a summary of the proposals). In the course of the criticism, the progress of the movement for a shorter working day and the share of the I. L. O. is reviewed and the opinion is expressed that the shortening of the working week from 60 hours to 54 contemplated in the Revision is inadequate.

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The Servant of India of 6-10-1932 publishes a letter under the caption "Shorter Hours of Work" from its Geneva correspondent reviewing the progress of the movement for shorter hours of work in industry and the recent decision of the Governing Body of the I. L. O.

to hold a preliminary conference to consider the problem.

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A Reuters' Cable to the effect that Sir Atul Chatterjee has been elected Chairman of the Governing Body of the I.L.O. is published in the Indian papers of 30-10-1932.

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The August 1932 issue of the M.&S.M. Railwayman (Vol.4, No.2) reproduces the press communiqué issued by this Office on 21-7-1932 under the caption "Rationalisation of Employment in Egypt: Alternative to Retrenchment of Workers".

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Attention is directed to pages 63-65 of this Report under the section dealing with "Women and Children" where the resolutions passed by the 7th session of the Madras Constituent Women's Conference is ~~re~~ reproduced. The Conference passed two resolutions, one demanding representation of Indian women in the League Assembly to represent the Indian women's point of view and another deploring the decision of the 16th I. L. Conference to fix the age of admission of children to employment in non-industrial occupations at 10 and recommending the raising of the age to 12.

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The Hindustan Times of 14 & 15-10-1932 publish a long article contributed by the Director of this Office under the caption "Policy of Rural Reconstruction". The article deals mainly with the economic

life of the rural masses of India <sup>in the course of which reference is made</sup> ~~and refers~~ to the interest displayed by the I. L. O. in the economic life of the rural population in Asiatic countries by ordering an enquiry into the subject some time back.

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Ratifications

Action on Convention re. Marking of Weights on Heavy  
Packages Transported by Vessels: Port Trust By-Laws.

At page 7 of our September 1932 report was given the text of an interpellation and answer extracted from the Legislative Assembly debates re. the action taken by the Government of India on the I.L.O.-Convention re. marking of weights on heavy packages transported by vessels. It will be recalled that the Hon. Member, Commerce Department, in reply stated in the Assembly that the provisions of the Draft Convention were given effect to by means of by-laws framed by the several Port Trusts of the country. The following are the texts of the by-laws framed by the Madras, ~~Momb~~ Karachi, Bombay, Calcutta and Rangoon Port Trusts <sup>and by the Hoam-Buegal Railway Co. for the Chittagong Jetties</sup> to give effect to the provisions of the Draft Convention:

Madras Port Trust By-Laws.

In exercise of the powers conferred by clause (2) of section 97 of the Madras Port Trust Act, 1905 (II of 1905), the Trustees of the Port of Madras hereby make, subject to the approval of the local Government, the following by-law, namely:-

By-Law.

The following shall be inserted as by-law No.4-A of the Port Trust's by-laws:-

" 4. A. Marking of weight on heavy packages consigned from the Port for transport by sea —

Any package or object of one ton or more gross weight consigned from the Port of Madras for transport by sea shall have its gross weight plainly and durably marked upon it on the outside before it is loaded on a ship or a vessel. In exceptional cases, where it is difficult to determine the exact weight, the approximate weight should be marked as between one and two tons or between two and three tons or whatever it may be .

The obligation for having the weight marked as aforesaid shall rest on the consignor. Any person contravening this by-law shall, on conviction before a Magistrate, be liable to a fine of Rs.10 for each offence."

Karachi Port Trust By-Laws.

33.A. - All goods packed or unpacked and weighing one metric ton (2204.6 lbs.) and over intended for shipment must have the gross weight clearly and distinctly marked thereon by the shipper. Such goods not so marked shall not be accepted for shipment.

34. Masters of vessels and stevedores, muccadums and contractors licensed as aforesaid to superintend the working of cargo from or on to a wharf, and contractors of the Board authorized to work cargo on shore shall jointly and severally secure the due compliance with this Bye-law and Bye-laws 32,33 and 33-A and Bye-law I of the Chain Testing Byelaws and enforce or ensure the safe slinging of all articles whatsoever before being lifted by any crane and shall not allow any articles whatsoever, to be slung and attached to any crane belonging to the Board without seeing that the following precautions for safety (inter alia) are adopted:-

- (1) That the sling is laid down flat without turns or kinks preparatory to receiving the goods.
- (2) That after the sl~~ing~~ing has been made up and with the first strain on heaving up the running loop is well beaten down with a wooden bar so as to make the grip secure.
- (3) That the movements of the cranes are directed by experienced adults.
- (4) That all rope slings used with the 35 cwts. hydraulic cranes and with 2-ton electric crane are of good quality manilla rope of not less than 4 inches circumference.
- (5) No goods weighing over  $1\frac{3}{4}$  tons shall be attached for hoisting to the 35 cwts. hydraulic wharf cranes and no goods weighing over 2 tons to the 2-ton electric wharf crances, nor shall any other lifting gear be used in conjunction with them for any lift.

62. Any person infringing any of the Byelaws Nos. 3,4,4-A,4-B, 5,6,6-A,7,8,9,10,11,12,13,14,14-A,15,21,22,23,23-A(2), 31,32,33,33-A,34,36,40-B,48,49,55,56,57,58,60,60-A,61, 61-A,61-B,61-C and /or 61-D,61-AA and 61-BB shall be punished with a fine which may extend to rupees one hundred, or, in the case of continuing infringement, with a fine which may extend to rupees fifty for every day after notice shall have been given by a duly authorized officer of the Board to the person guilty of such infringement.

Bombay Port Trust By-Laws.

By-Law No.74-A of Docks By-Laws:- Single articles and packages of one metric ton (approximately  $19\frac{1}{2}$  cwts.) and over in weight shall not be loaded on board any vessel in the Docks or alongside the Docks Harbour Walls, unless the gross weight of each such article or package is plainly and durably marked or labelled upon it on the outside in a conspicuous position by the consignors and their agents.

Consignors and their agents, masters, officers, owners and agents of vessels and stevedores will be held responsible for any breach of the provisions of this By-law.

By-law No.24 of General By-Laws:- Single articles and packages of one metric ton (approximately  $19\frac{1}{2}$  cwts.) and over in weight shall not be loaded at any Port Trust Bunder into lighters for conveyance and shipment overside on board on any vessel lying in the Harbour or in the Docks or alongside the Docks Harbour Walls unless the gross weight of each such article or package is plainly and durably marked or labelled upon it on the outside in a conspicuous position by the consignors and their agents.

Consignors and their agents, masters, officers, owners and agents of vessels and stevedores will be held responsible for any breach of the provisions of this By-law.

Rangoon Port Trust By-Law.

By-law 32(c). No owner shall bring or cause to be brought upon any of the premises of the Commissioners any package weighing one metric ton (2,204 lbs.) or upwards intended for shipment unless the English standard weight is clearly marked thereon.

Calcutta Port Trust By-laws.

The following by-law made by the Commissioners for the Port of Calcutta in exercise of the powers conferred by Section 126, Sub-Section (1) clauses (b) and (c) and Section 127 of the Calcutta Port Act, 1890 (Bengal Act III of 1890), to regulate the marking of the weight on heavy packages transported by vessels, which has been published in three consecutive issues of the Calcutta Gazette as required by Sub-section (4) of Section 126 of the said Act, is hereby confirmed:-

By-law. - No person shall load or ship or attempt to load or ship or tender for loading or shipment on or into any vessel within the port any package or object of which the gross weight is

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one metric ton (2,204 lbs.) or more unless and until the gross weight of such package or object has been plainly and durably marked upon it. If the exact gross weight of any exceptional package or object is not available such package or object must be marked "Weight not more than -----", and the gross weight so marked must not be less than the actual gross weight.

Penalty for breach of the foregoing by-law. - Any person committing a breach of this by-law, either by omitting to mark the gross weight plainly and durably or by understating the gross weight, shall be liable to a fine which may extend to Rs.500 in respect of any such breach.

(Notification No.10(Marine) dated 28-2-1932 of the Bengal Marine Department.)

Chittagong Jetties' Rules & Schedules.

It is notified for information of the general public that in order to comply with the convention adopted by the International Labour Conference held at Geneva in May-June 1929 and which has subsequently been ratified by the Government of India, the following rule has been embodied in the Rules and Schedules governing the Chittagong Jetties:-

"Packages weighing one ton or over tendered for shipment at Chittagong Jetties on Sea going vessels will not be accepted unless the gross weight of such packages is legibly and durably marked on them by the shippers or senders beforehand".

National Labour Legislation.

Bill to Repeal Breach of Contract Act in Mysore.

An official Bill was introduced in the Mysore Representative Assembly on 10-10-1932 with the object of repealing the Mysore Breach of Contract Act and certain provisions in the Penal Code relating to breach of contracts. The following are the principles declared by the Mysore Government to have guided them in framing the Bill:

Certain enactments whereby breaches of contract by labourers were made punishable under the Criminal Law viz., the Breach of Contract Act (XIII of 1859) and sections 490 and 492 of the I.P.C. were repealed in British India by Act, III of 1925. The subject of repealing these provisions in Mysore also has been under consideration since then.

Recently, the International Labour Conference of June 1930 has expressed the view that work or service for which a person has not offered himself voluntarily should not, as a rule, be exacted under threat of penalty and this principle has been generally accepted by the Indian Legislatures in 1931. To bring the law in Mysore into conformity with the spirit of modern legislation, it is proposed to repeal the Breach of Contract Act and sections 490 and 492<sup>of the</sup> I.P.C. as in force in Mysore and the Bill is intended to provide for this.

The Bill was passed by the Assembly by a large majority.

Recovery of Industrial Workers' Debts:Legislation Against "Besetting".

The Government of India have recently circularised Local Governments and administrations asking their views regarding the desirability of giving effect to the recommendation of the Whitley Commission that "besetting" an industrial shop for the purpose of collecting debts should be made<sup>a</sup> criminal and cognisable offence. One of the two methods of "besetting"— that which the Commission regard as the more deplorable — is the system whereby money-lenders are permitted by some employers to enter a factory and to collect their dues before the workman receives his wages. The other and more common practice is for the money-lender to wait just outside the factory gate and to secure payment before the workman could part with any portion of his wages. The circular states: "An objection to both practices is ~~that~~ that they tend to make the payment of interest and the repayment of debts the first charge on wages, the workman being forced to make disbursements on these, before his necessities and those of his family are purchased. When the dues are collected within the factory, he has, as a rule, no means of resisting deduction when the dues are collected at the gate, an element of intimidation, not infrequently, enters into the transaction".

In addition to the Whitley Commission, the Bengal and Bombay Enquiry Committees have also drawn attention to the use of extra-legal methods for the recovery of debts by money-lenders of this type and have recommended strong measures to deal with such practices. The Bengal Committee's suggestion is that habitual usury should be

made a criminal offence, while the Bombay Committee have urged the use of the power of deportation against certain offenders. The extra-legal methods of recovering loans have been referred to by the Central Banking Enquiry Committee as well. The Committee, after mentioning the latter proposal, have stated that "where these people (Pathans and other itinerant money-lenders) take extra-legal steps for the recovery of their money, as brought out prominently in the report of the Bombay Committee, we consider that special action is necessary for protecting the borrower from methods employed by them. We readily support the proposals of the Bombay Committee in this matter, and we hope that Provincial Government will take early steps to deal with such an insidious menace to Society". The Whitley Commission's proposal, the Government of India point out, does not go so far as this suggestion as it relates only to <sup>Cases of loitering</sup> ~~action~~ in or near an <sup>establishment</sup> industrial shop, but it appears to offer the possibility of stamping out the practice of receiving private debts at the pay desk and to checking at least the power of the money-lender to make his demands the first charge on industrial wages. It would appear that the Government of India are provisionally disposed to support the recommendation; but before they take a final decision, they desire to gather the views of the Local Governments and others interested in the matter, <sup>and</sup> ~~for~~ suggestions <sup>to</sup> other methods, if any, which may appear suitable to them for dealing with these evils.

Working of the Workmen's Compensation Act in the Punjab, 1931.\*

The following information regarding the working of the Workmen's Compensation Act in the Punjab during 1931 is taken from the annual report for 1931 issued by the Government of the Punjab:

While the total number of accidents reported decreased from 1,298 in 1930 to 1,142 during the year under review, the number coming within the purview of the <sup>Workmen's Compensation</sup> W. C. Act increased from 730 in 1930 to 871 in 1931 or by 21 per cent. The Report states that this is a remarkable improvement and is a welcome indication of the increasing consciousness on the part of ~~the~~ labour. During the year under review the number of fatal accidents and permanent disablements fell from 20 and 43, respectively, during 1930, to 12 and 39 <sup>during 1931</sup>, while the number of temporary disablement increased from 667 to 820. The percentage of accidents coming within the purview of the Act to the total number of accidents reported, increased from 55 to 76 during the year under review. Compensation was paid during the year in 703 cases as against 536 in the previous year, or in 80 per cent. <sup>of no</sup> cases as compared with 73.4 per cent in 1930. The total amount of compensation paid during the year was <sup>as compared with Rs. 31,869 paid in the previous year. Rs. 24,092-3-5.</sup> Rs. 40,092-3-5, were paid in respect of accidents which occurred in the previous years. Out of the total amount of ~~Rs. 2,503-11-2~~ Rs. 40,503-11-5 paid as compensation for accidents of all classes, Rs. 9,692 were paid in respect of fatal accidents, Rs. 19,463 for cases of permanent disablements and Rs. 11,348 for cases of temporary disablements.

There were 34 accidents under the Indian Mines Act, to which the Workmen's Compensation Act was applicable: 4 resulting in death, 1 in permanent disablement and 29 in temporary disablement. Compensation was paid in respect of 2 fatal accidents, 1 permanent disablement and 23 temporary disablements during the year. The amount of compensation for the other two fatal accidents was deposited but could not be paid before the close of the year. The remaining cases were pending settlement at the close of the year. Compensation was also paid, during the year under report, in respect of 9 cases of temporary disablement which occurred in the year 1930, one case of temporary

\* Annual Report on the Working of the Workmen's Compensation Act in the Punjab for the year 1931. - Lahore: Printed by the Superintendent Government Printing, Punjab, 1932 - Price: Rs. 1-8-0 or 2s. 3d. *M. 4 + XI.*



disablement which occurred in the year 1929, and one case of fatal accident which occurred in the year 1929. The total amount of compensation paid during the year was Rs.2,161-3-0 as compared with Rs.1,152-11-9 paid during 1930. Out of Rs.2,161-3-0, Rs.972-8-0 was paid in respect of fatal accidents, Rs.32-1-4 in respect of permanent disablements and Rs.1,156-9-8 in respect of temporary disablements.

64 fresh proceedings were filed under section 10, and 41 under section 8 with the Commissioners appointed under the Workmen's Compensation Act. 40 cases were pending from the previous year. Of these, 80 were admitted by the employers, 21 were allowed ex parte, 4 were dismissed for non-appearance, one was withdrawn, one was summarily dismissed under rule 21, 5 were allowed, 2 were allowed in part, and 3 were dismissed after being contested, leaving 28 pending from the previous years. Of these, 87 were registered as filed, 4 were registered after modification and 2 were not registered on account of inadequacy, leaving 22 pending at the end of the year.

(The working of the Workmen's Compensation Act in the Punjab during 1929 is reviewed at pages 27-29 of our November 1930 report and that for 1930 at pages 24-26 of our September 1931 report).

#### Reduction in Hours of Work:

##### Views of Bombay Millowners' Association.

A summary of the salient features of the Draft Factories Bill framed by the Government of India with the two-fold object of consolidating the existing law relating to factories and of amending the law in the directions suggested by the Whitley Commission, was given at pages 11-15 of our June 1932 report. The Bill, it will be recalled, has been circulated among <sup>the</sup> leading industrial and commercial

bodies in the country through the provincial governments. The Committee of the Millowners' Association, Bombay, has, on the whole, commented unfavourably on the Bill, the following being a summary of their views on the reduction of hours of work from the ~~present~~ present 60-hour week to a 54-hour week, which is one of the most important changes proposed ~~to be made~~ in the Bill.

It will be recalled that ~~Sar~~ Victor Sassoon took the view that labour would demand an increase in the rates of wages if their earnings were reduced consequent upon a reduction in hours, and since any increase at present was out of the question there would be prolonged strikes. The majority of the Commission took the view that real wages had risen appreciably and were now higher than they had been for some years, and therefore, if too large a reduction of hours was not effected, no trouble would arise. Another point they urged was that the reduction in hours was associated with closer attention to work and stricter supervision than the long one, and would, therefore, result in increased output. The Government of India agreed with the Commission that at present operatives did not remain at work throughout a 10-hour day and spent too much time in loitering in the compound and that therefore some adjustment was possible in the form of concentrating the actual hours of work for the individual operative into a shorter space.

The Committee of the Association, after a very careful consideration of the question in all its bearings, found it difficult to agree unconditionally to the proposed reduction in working-hours at the present moment. In their reply to the authorities, they stated that they would welcome the proposed reduction provided similar hours of work were also enforced in mills in Indian States, and some means could be devised whereby the consent of the workers themselves could be obtained to the new system which gave them the benefits of greater leisure, but which, at the outset, at any rate, would reduce their daily earnings.

What the Committee objected to was that employers should be compelled by legislation to enforce a reform which the employees in many industries would not be willing to accept. As far as the Cotton Textile Industry of the country is concerned, the Committee were definitely of the opinion that a 54-hour week, which entailed even a temporary reduction in daily earnings, could not be put into operation except in the teeth of the strongest opposition from the workers resulting in prolonged strikes, unless wages were increased simultaneously. Where, as in the case of the Textile Industry, particularly that of Bombay, wage rates were already relatively high, the financial position of the Industry and its competitive capacity vis-a-vis foreign manufacturers was such that the possibility of adopting any measure which would in any way increase costs was out of the question, as was admitted by the Government of India themselves.

As regards the argument that a portion of the financial loss to operatives could be made up by greater concentration during the shorter working day, and lesser absenteeism, the Committee stated that it had received their serious attention since the Whitley Commission Report was published, and their conclusion was that the loss in earning by individual operatives could not readily be made up if a nine-hour day was substituted for the existing ten-hour day, unless schemes similar to the "Efficiency Schemes" discussed in the report of the Fawcett Committee of Enquiry, 1928, were generally introduced. The basis of those schemes was that the individual spinner should attend to a greater number of spindles, and that a weaver should look after more looms than at present for a substantially higher wage per day. The Committee pointed out that the attempt to introduce these efficiency schemes in the Industry as a whole had to be given up after the prolonged strikes of 1928 and 1929, and there had been no change in the attitude of Bombay's labour force since that time, which would justify a further attempt being made to introduce what was commonly known as the "two-side and three loom system". The Committee further pointed out that the savings in the total wage bills which could be effected by other methods was exceedingly small, for, during the last seven or eight years of unprecedented depression, every avenue of economy had been closely explored.

As regards the question whether mills could make up their loss in production by a system of shifts and thus prevent a rise in the cost of overheads per unit of production, the Committee stated that it was a minor matter compared with that of labour costs per unit of production. Where more than one mill was controlled by the same mill company, it might be possible to arrange for one mill in the group to work two shifts and the remainder one shift, but taking the Mill Industry as a whole, it would hardly be feasible to introduce a simple and workable system of shifts which would not considerably increase the total out-put of the Industry, and any substantial increase in production at the present time would make the problem of marketing that production in India even more difficult than it now is.

Views on Provisions re: Rest Periods & Spread-overs. - As

regards the provisions in the Draft Bill regarding rest periods and spread-overs, the committee held that the clause with its proviso regarding the period of 11-hours during which an operative must compulsorily be away from work was likely to prove obstructive if systems of interlocking shifts, similar to those of the Jute Mill Industry, ever became popular in other industries, and, in their opinion, no such restriction was necessary in the case of adult males. They suggested that the period of 11-hours should be reduced to 8 hours in the case of adult males. This would ensure night rest to male operatives which was essential for their health, and would also permit adequate hours of rest during the day.

Welfare Work in Bombay Cotton Mills;

Mill Doctors' Committee Report.

Reference was made at pages 24-25 of our March 1932 report to the loan of Miss F.E.Hawkin's services to the Bombay Millowners' Association for a period of six to twelve months by the Y.W.C.A. to assist in formulating and organising welfare work in the Bombay mills. As a result of her enquiry, she has made a number of suggestions re. various questions affecting not only welfare work but the larger ones of labour recruitment and labour management, all of which are reported to be receiving the attention of the Millowners' Association.

She has been giving special attention, however, to the medical side of welfare work in the mills, and her proposals in this direction were referred to a committee of Mill Doctors drawn from the medical staff of Bombay Mills for examination and report. The Mill Doctors' Committee, after discussing these proposals in detail with Miss Hawkins, generally approved of them and submitted them for the consideration of the Committee of the Association for such action thereon as they deem necessary to take. These proposals fall under three main heads and may be summarised as follow:-

Educative Work by Mill Doctors. - It was generally agreed that mill doctors should, side by side with their medical work, attempt to educate the workpeople in matters of personal hygiene, in the observance of ~~simple rules of~~ simple rules of health and the importance of sanitation in the avoidance of disease. In discussing the means to be employed to give effect to this recommendation, it was suggested by the Chief Inspector of Factories, who was specially invited to attend the discussion, that it would be desirable for mill doctors to work in cooperation with the National Baby and Health Week Association, who were already doing a fair amount of work in this direction and had a large stock of material such as films, posters, lantern slides, leaflets etc., on a variety of subjects connected with educative health work which would prove useful to the Mill Doctors in their endeavour to do similar work among the mill population. Steps have, accordingly, been taken for members of the Mill Doctors' Committee to meet the executive of the National Baby and Health Week Association and discuss with them the lines on which a common programme of educative health work could be carried out.

Medical Examination of Operatives before Employment: - It was generally admitted that if all new permanent applicants for work in the mills were to submit to a simple medical examination before they were employed, it would offer a means of approach to the problem of ultimately securing a healthy complement of workers for the industry. The examination which, it is suggested, should be made is to be a simple one - the main object of which is not to eliminate workpeople who would otherwise find employment, but to enable the detection of obvious defects in physique which could be treated and cured at the mill dispensary. The general lines on which the examination is to be conducted were discussed by the Doctors' Committee, and it is proposed to introduce the examination on these lines as an experiment, in the first instance, in certain mills to be selected by Miss Hawkins in consultation with the managements and the doctors of the mills concerned. It will be limited to a period of one year only, and will exclude 'badlies'. The results of the experiment will be carefully studied to see whether it is capable of being extended throughout the Industry.

Accident Records. - The record of accidents at present maintained in the mills could, it was suggested, be utilized with slight modifications, to ascertain the causation, types, severity, and frequency of accidents occurring among mill operatives. The record, if maintained in the form recommended by the Doctors' Committee, would furnish valuable data for constructive remedial action. It was the general opinion of the committee that it would be desirable to try out the form of accident record which they had approved in two or three mills with a view to test its utility and value. It has, accordingly, been arranged that the form in question should be tried out in mills to be selected by Miss Hawkins in consultation with the Secretary of the Association and the managements of the mills. A further report is to be made on the experiment at a later stage.

Illness Records. - The Mill Doctors' Committee were agreed that it would be equally desirable to maintain accurate records of all sickness among workpeople reporting themselves for treatment at

the dispensary. It was urged that if a record of illness in the form recommended by the committee was to be kept by all member mills in Bombay, it would provide a valuable index to the incidence of sickness among workpeople and would furnish information which would enable Mill Doctors to suggest preventive measures and thus check the spread of disease in the working population in the long run.

The Committee have accepted the above suggestions and have recommended the introduction of the form drawn up by the Doctors' Committee to all members of the Association in Bombay. The form is a simple one and provides for a record of the nature of the illness, the prescription given by the doctor together with the particulars of the operative's name, department, ticket number and occupation. Members will be assisted in the maintenance of these forms by Miss Hawkins whose appointment has been extended for a further period of one year, and who will personally see that they are being kept in the form recommended, while Mill Doctors will instruct their dispensary assistants in the matter of keeping these records up-to-date and accurately.

Labour Conditions in Indian Mines, 1931.\*

The annual Report on the Working of the Indian Mines Act, 1923, submitted by the Chief Inspector of Mines in India, for the year ending 31st December 1931, has recently been published by the Government of India. The Indian Mines Act, 1923, applies to British India only and not to the Indian States. As in the previous year, the

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\* Indian Mines Act, 1923 - Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1931 - Calcutta; Government of India Central Publication Branch 1932. - Price Rs.1-12 or 3s. - pp.157

report deals with the following classes of mines: ~~tin~~ coal, iron, manganese, lead, silver, gold, tin, wolfram, chromite, copper, gems, mica, salt, slate, limestone, stone, clay and a few other minerals.

Persons Employed. - During the year 1931, the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 230,782, as compared with 261,667 in the previous year. The decrease was 30,885 persons, or 11.80 per cent. Of these persons, 115,726 worked underground, 54,912 in open workings and 60,144 on the surface. The numbers of men and women, respectively, who worked underground, in open workings and on the surface were as follows:-

	Men.		Women.	
	1931.	1930.	1931	1930.
Underground ...	98,885	101,649	16,841	18,684
In open workings. ...	38,833	50,396	16,079	21,186
Surface. ...	45,157	52,709	14,987	17,043
Total	<u>182,875</u>	<u>204,754</u>	<u>47,907</u>	<u>56,913</u>

The number of women employed underground was 16,841, or 14.55 per cent of the total number of men and women employed underground. The percentage of women employed underground in coal mines was 16.81, as compared with 18.39 per cent in 1930, 23 per cent in 1929 and 29 per cent in 1928. The provincial distribution of the women who worked underground was: Bengal 5,596; Bihar and Orissa 10,263; Central Provinces 773 and the Punjab 209. Of the 16,841 women employed underground, 16,632 were employed in coal mines and 209 in salt mines.

Distribution of Workers: Coal Mines. - The number of persons employed in coal mines was 158,267, which is 10,734 less than the number employed in 1930. Of these persons, 45,496 were coal-cutters,

15,185 were male loaders and 32,462 were women.

In other mines. - The number of persons employed in metalliferous (including mica, stone, clay and salt) mines was 72,515 which is 20,151 less than the number employed in 1930. 57,070 were men and 15,445 were women. Of the women, 209 worked underground in ~~xi~~ salt mines.

Wages. - In the Jharia, Raniganj, Pench Valley (Central Provinces) coalfields ~~x~~ and in the coalfields of the Punjab and Baluchistan the wages paid to coal miners fell by from 10 to 15 per ~~xx~~ cent; in the Giridih coalfield there was no change, and in the ~~xxix~~ coalfield of Assam there was an apparent increase of 20 per cent. There was a small fall in the wages of mica miners, and a fall of more than 10 per cent in the wages paid to manganese miners. There was again a sharp fall in the wages paid to tin miners in Burma. There was ~~xx~~ an apparent increase of more than 100 per cent in the wages paid to salt miners in the Punjab, where the average daily wage appears to have been Rs.2-7-9 — a wage about three times that of coal miners, and considerably in excess of the daily wage paid to lead miners. The report remarks that to some extent the reductions of wages have been counterbalanced by the fall in the cost of food stuffs. The wages of the majority of miners in India are, it is stated, however, barely sufficient for subsistence.

Output of Minerals: Coal. - The total output of coal in 1931 was 20,514,597 tons of a declared value of Rs.77,657,262. The decrease in the output was 2,169,264 tons, i.e., 9.56 per cent. The opening stocks in 1931 were 910,408 tons and the closing stocks 1,414,340 tons. The steady improvement in the average output of coal



per person employed during the last few years was not maintained. The average fell ~~to~~ to 130 from 134 during 1929-30 for persons employed above and below ground. The decline may be ascribed mainly to the lessened proportion of coal mined by coal cutting machines. In comparing the figures with similar figures in other countries it should be remembered that both men and women are employed in Indian coal mines. In 1930 the output of coal per person employed above and below ground in the United Kingdom was 262 tons. In 1929 comparative figures in certain other countries were, Japan, 150 tons; Transvaal, 598 tons; and the United States of America, 831 tons.

Notwithstanding the continued depression in trade, and largely due to co-operation within the industry, prices were fairly well maintained in the ~~the~~ early part of the year. Towards the end of the year there was a break in prices, and forced selling of stocks at the collieries led to an average drop in prices of annas 12 to Re.1 per ton. Shipments of coal from Calcutta showed a slight increase as compared with the previous year, and the increase was perhaps due to the fact that Hongkong was again in the market for Indian coal. A fair business was done in bunker coal but the average price paid was a good deal lower than in 1930. For the greater part of the year there was an ample supply of wagons. Owing to the Railway Board's decision to impose a surcharge of 15 per cent on coal freights ~~as~~ from ~~1st~~ 15th January 1932, a strong demand for wagons set in towards the close of the year and the Railways suspended for a time the practice of stabling wagons in colliery sidings. In the Central Provinces the volume of trade was only slightly greater than in the previous year. In the second quarter of the year prices declined and thereafter failed to ~~re~~cover. Heavy rains in October led to failure of the

cotton crop and consequently supplies for ginning factories were less than usual. Owing mainly to depression in the tea industry there was a smaller demand for coal in Assam.

Accidents. - During the year 1931, at mines regulated by the Indian Mines Act, 1923, there were 189 fatal accidents, which is 28 less than in 1930, and 22 less than the average number in the preceding five years. In addition to the fatal accidents there were 591 serious accidents involving injuries to 613 persons, as compared with 745 serious accidents involving injuries to 769 persons in the previous year. No record is maintained of minor accidents. 227 persons were killed and 642 persons were seriously injured. The latter figure includes 29 persons injured in fatal accidents. The number of persons ~~ki~~ killed is 30 less than in 1930. 183 of the persons killed were men and 44 were women. In one case thirteen lives, in two cases five lives, in one case four lives, in one case three lives and in thirteen cases two lives were lost. The causes of the fatal accidents have been classified as follows:-

	Number of fatal accidents.	Percentage of total number of fatal accidents.
Misadventure ...	137	72.49
Fault of deceased ...	28	14.82
Fault of fellow workmen.	6	3.17
Fault of subordinate officials. ..	10	5.29
Fault of management	6	3.17
Faulty material	2	1.06
	<hr/> 189	<hr/> 100.00

Deaths occurring in each class of mines were as follows:- 185 in coal mines, 3, in mica mines, 5 in silver-lead mines, 20 in tin and

wolfram mines, 3 in limestone mines, 4 in stone mines, 3 in copper mines, 2 in salt mines, one in a chromite mine and one in a barytes mine. The death rate per thousand persons employed above and below ground was 0.98, which was the same as the rate in 1930. The average rate for the preceding five years was 0.95. At coal mines the rate was 1.17, as compared with 1.25 in 1930. At mines other than coal mines the rate was 0.58, as compared with 0.50 in 1930.

Health and Sanitation. - The principal bodies charged with looking after the health of the miners were the Asansol, Mines Board of Health and the Jharia Mines Board of Health. The general health of the Settlement under the jurisdiction of the former was satisfactory, the death rate being 20.52 per thousand calculated on a population of 379,611 persons. The infant mortality rate was 135 per thousand births. The population of the Settlement under the jurisdiction of the latter was 521,092 persons. The birth rate was 30.97 and the death rate 16.07 as compared with 28.09 and 16.18 respectively, in the previous year.

Coal Dust Committee. - The Coal-Dust Committee held one meeting during the year, and in addition visited three collieries in the Jharia and Raniganj coalfields. This was in continuation of their programme of visiting collieries in the two principal coalfields for the purpose of examining the conditions with respect to the risk of coal dust explosions. Under the direction of Mr. N. Barraclough, Inspector of Mines, a series of experiments was carried out at a disused colliery in the Jharia coalfield. These experiments were designed to test the possibility of an ignition of coal dust under practical conditions. Towards the end of the year <sup>1931</sup> a draft of the third and final report was prepared. The Report was published in

August 1932 (vide pages 64-65 of our August 1932 report for a summary of the report).

Inspection. - The number of coal mines worked during the year was 540, which is 9 less than in the previous year. The number of metalliferous (including stone, etc.) mines at work was 877, as compared with 1,120 in the previous year.

During the year 998 mines were inspected, many of them being inspected several times. 2,558 separate inspections were made. The cause and circumstances of nearly all the fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine-owners, superintendents or managers desirous of obtaining advice on safety matters. In the major coalfields a large proportion of the time of the Inspectors is occupied in investigating cases of actual or threatened damage to dwelling houses and roads by reason of the underground workings of coal mines.

(The Report on the Working of the Indian Mines Act for the year 1928 is reviewed at pages 25-32 of December 1929 Report.  
 " 1929 " " 19-26 " 1930 "  
 " 1930 " " 17-21 January 1932 " ).

Burmese Shipping Coolies' Dispute, 1930:

Working of Conciliation Board's Arrangement during 1930-32.

References were made at pages 24-25 of May 1930, pages 39-40 of June 1930 and pages 45-46 of July 1930 reports of this office to the clash between Burmese and Coringhi (Telugu) shipping coolies at Rangoon docks and to the appointment of a Conciliation Board to

settle the dispute. This Board instituted arrangements by which alternate ships were to be worked by Burmese and the others by Telugu coolies. If at any time differences in the amount of cargo worked on different ships led to either the Burman or the Telegu share of the work under this arrangement being much larger than the other share, adjustment was to be made by giving extra ships to the other party, except when the inequality had arisen through insufficient labourers of either kind offering to work. The basis of the arrangement was thus the tonnage worked. Statistics of this tonnage are kept by the Dock Allotment Committee which watches the carrying out of the Conciliation Board's arrangement. The following is a brief review of the working of the arrangement during the period ~~from~~ 1st September 1930 to 31st August 1932.

Statistics. Besides statistics of tonnage worked by each section, supplementary statistics of the number of shifts worked are also given below, but it has to be pointed out that the statistics by tons and that by shifts do not cover the same work. The statistics by tonnage are compiled from statistics furnished by agents of seventeen lines of ships calling regularly or frequently at Rangoon and by stevedore-contractors for ships not belonging to those lines, but they exclude all the ships of one important line and a few others. The statistics by shifts are compiled by the Labour Commissioner from statistics furnished by all the large stevedore-contractors and the British India Steam Navigation Company which manages its own cargo work without employing a stevedore-contractor. Recently statistics have also been collected from smaller contractors and other shipping agents which manage their own work, but these have not been included in the statistics given below as it was thought better to show comparable figures for the various periods. While both the statistics by shifts and those by tons are thus defective, and omit the work done for some ships, those for shifts have less omissions than those of tons. In the statistics by shifts a unit is the employment of one man for one shift, whether the period of the shift is completed or not.

By Shifts.

By Tons.

Period. 1930-1	Thousands of Shifts   Burman percentage.		Thousands of tons   Burman percentage.	
	September 1930 to August 1931.	601	46	}
September 1930 to November 1930.	126	46		
December 1930 to February 1931.	134	41		
March 1931 to May 1931.	177	45		
June 1931 to August 1931	164	53	467	51
1931-2				
September 1931 to August 1932.	546	51	1686	51
September 1931 to November 1932.	118	53	363	52
December 1931 to February 1932.	143	51	456	51
March 1932 to May 1932	153	48	500	50
June 1932 to August 1932.	132	52	366	62

The period December to February represents the busy season for imports, while the period from March to May represents the busy season for exports.

Since December, 1931, the statistics by tons have been kept separately for loading and discharging; the quarterly totals in terms of thousands of tons are given below:-

period. 1931-2	Thousands of Tons.			
	Loading		Discharging	
	Burman	Indian	Burman	Indian
December <sup>(1931)</sup> to February <sup>(1932)</sup>	126	204	38	18
March <sup>1932</sup> to May 1932	201	236	47	16
June <sup>1932</sup> to August 1932	145	152	44	25

Note. - All the statistics given above ignore all work done for coal, coke or salt; such work is done chiefly by Tamils and Oriyas, and the arrangement of June, 1930, between Telugus and Burmans took no account of them.

The M & S. M. Railway Strike.

In pursuance of a decision taken by the M. & S.M.Railwaymen's union at Perambur on 21-10-1932, which was supported by a ballot, to go on strike as a protest against the retrenchment policy adopted by the administration, 5,700 out of the 6,000 employees of the Perambur Railway Workshops have struck work from 24-10-1932. The circumstances leading up to the strike as represented by the Union may be summarised as follow:-

Causes of the Strike. - The retrenchment question in the Perambur Workshops was first mooted in February 1931 and the administration had published figures showing surplus staff who had to be retrenched. Very recently the administration declared that a few more hands have to be retrenched but <sup>re-marked</sup> that the retrenchment now to be proceeded with was nothing new as it was the unaccomplished part of the retrenchment declared necessary last year. The Union contended that it was stated in the Government of India's communique of 6-6-32 that there was no surplus at the time and that 110 workers were likely to become surplus in the near future but that even that figure was likely to be reduced through normal wastage, voluntary retirements etc. In July 1932 there was a rumour that certain remodelling works were likely to be completed and as the previous Agent had stated that the 110 workers engaged in it would be discharged on the completion of that work, there was an apprehension that those 110 might be discharged. The Union asked not only for the absorption of those 110 but also to take back 93 men discharged in 1931, alleging that there was no surplus. On the 30th July 1932, the Agent issued a circular stating that the 110 men employed in the re-modelling scheme were mostly, if not all, permanent employees, and that, on ~~it~~ the completion of that work they would revert to the workshop and that there would be no block retrenchment of those men. This circular cleared the situations and it was felt that there would be no retrenchment. But on 13-9-32 the Agent declaring that a ~~future~~ retrenchment was necessary, ~~called for~~ the Union representatives to discuss how the retrenchment is to be affected. The Agent insisted that the Union representatives should consider the issues that would be raised by him along with a nominated representative of non-trade unionists; and the Union was threatened by the Agent that he would settle the issues without the Union if they did not agree to this procedure. The Union demurred and the meeting did not take place. On 19-9-1932, it was announced that, the remodelling works having been completed, the services of 160 permanent men (and not 110 workers as previously stated) were being transferred to other shops. The circular announcing this stated that there were some surplus staff in the shops and they would be discharged according to juniority in service if the men did not accept the alternative of short-time; ~~and~~ that the Railway administration agreed to the principle of working short-time or leave by rotation so as to carry more than 20 per cent. surplus in any one shop and that such staff who were surplus beyond this percentage would be discharged. No mention,

however, was then made about the number considered surplus in the Shops. On enquiry, however, the Union was informed that 474 men were surplus to requirements and that the present retrenchment was the unaccomplished part of last year's retrenchment which was initiated in February 1931 on the basic estimate of 1249 surplus hands. The Union's request for information regarding the number of vacancies which occurred since ~~3~~ February 1931 was not complied with. According to the Union, since February 1931, more than 1302 vacancies have occurred in the workshops ~~for the period ending 31-10-1932~~, showing now a deficit of 53 hands instead of a surplus of 474. The Union challenged the Administration to face a Conciliation Board to settle the figures regarding surplus hands, to which the administration did not agree. Thereupon the Union decided to strike work.

The strike is continuing and the latest reports ~~go~~ to show that Mr. V.V.Giri, ~~the~~ President of the M. & S.M. Railway Employees' Union, has authorised sympathetic strikes in other workshops in the M & S.M. Railway as well. A novel feature of the strike is that the clerical staff at the Perambur workshops and the Anglo-Indian employees who generally keep aloof from strikes have also joined the present strike. According to a letter received here from Mr. Giri, this strike will be a prelude to the contemplated all-India strike.

#### Jute Mills Strike: Calcutta.

As a result of the general trade depression which affected ~~the~~ Bengal Jute industry more than any other in this country, there was recently a move towards ~~the~~ standardisation of wages in that industry ~~with~~ <sup>involving</sup> a reduction in wages. The operatives of two jute mills — the Kelvin and the Empress Mills — struck work on 10-10-32 as a protest against the reduction in wages and later the workers of two other mills have also struck work in sympathy. Altogether 18,000 workers are reported to be involved in the strike. Efforts are being made to bring about an amicable settlement.



Proposed Woman Inspector of Factories for the Punjab.

The Director of Industries, Punjab, has addressed the Delhi Administration on the feasibility of the acceptance of the recommendations of the Royal Commission on Labour in connection with maternity benefits, welfare work amongst women and children, etc., which necessitate the appointment of a woman Inspector of Factories, as recommended by the Commission.

As the number of women and children employed in the Punjab does not justify the appointment of a whole-time woman inspector for the province, the Punjab Government are willing to appoint one, if the administrations of Delhi and Ajmer-Merwara are willing to make use of her services for their provinces on payment of a proportionate share of the cost involved in her appointment.

The Chief Commissioner of Ajmer-Merwara, it is learnt, has already written to the Punjab Government to inquire whether it would be possible for the woman Inspector of Factories, if one is appointed for the Punjab, to pay occasional visits for inspection work in Ajmer-Merwara, and, if so, on what terms.

The Delhi Administration have accordingly been asked whether they are agreeable to share the services of the woman inspector with the Punjab and Ajmer-Merwara and to pay the proportionate cost based on the existing number of women and children employed in the factories of the three provinces concerned.

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Industrial Organisation.Employers' Organisations.29th Indian Railway Conference Association, Simla, 1932.

This year's annual session of the Indian Railway Conference Association was held in Simla on 8-10-1932 under the presidency of Mr. V.E.D. Jerrad, Agent of the Bengal Nagpur Railway. The Conference was attended, in addition to a good number of delegates representing the different railways in India and Burma, by Sir Joseph Bhore, Member <sup>of</sup> Commerce <sup>and Railway</sup> of the Government of India, Sir Guthrie Russel, Chief Commissioner of the Railway Board, and Sir Alan Parsons, Finance Member.

Reorganisation of the Association. - In the course of his presidential address, among other things, Mr. Jerrad dwelt at length on the importance of and necessity for bringing about greater cooperation between the Railway Board and the Association so as to realise the original objectives and functions of the Indian Railway Conference Association. The Association was started in order that it may serve as a committee comprising <sup>of</sup> the most competent officers available from Indian railways to be utilised as a consultative committee by the Railway Board and the Government of India on any subject connected with the working of the railways. Mr. Jerrad frankly admitted that the Conference has not, in the past, been utilised in this capacity; and that, therefore, it has failed to serve the purpose for which it was formed. In his opinion, the main reason for the failure is that the organisation of the Conference has not been planned in a manner that would lead to the fulfilment of this purpose. In order to meet the original objective, ~~the~~ Mr. Jerrad made a detailed proposal, the main features of which are as follows;

(a) A President and Council of the Indian Railway Conference Association, who can keep the Railway Board in close touch with the combined views of the Railways.

(b) Two meetings each year - one at Delhi and one at Simla which can keep the Railways, collectively and individually, in close touch with the views and policy of the Railway Board.

(c) A Vice-President, with Technical Committees, which will permit Railway Groups to obtain the advantages, and avoid the disadvantages, of amalgamation by cooperation.

(d) A President, with Vice-Presidents, and the necessary Committees, which will permit a combined effort made by Railways, as a whole, to become more economical and more efficient, and therefore of more value to the country.

Unemployment among Railway Workers. - Referring to labour

conditions in Indian Railways, Mr. Jerrad said:

"I am possibly not the only agent here today who realises that approximately 75 per cent of his worries are connected with staff, and one of the most pressing problems today is the matter of unemployment on the railways. Placed as we are with railway settlements which have grown up in the midst of paddy fields and jungles with no outlet for those who can find no employment in the railway, the situation has caused me grave anxiety.

As you are all aware, the railways have made no new appointments for approximately three years owing to decreased traffic. Our employees have always looked to us in the past to absorb the majority of their sons in the railway service and we have not disappointed them. We now see a very large number of young men, who in normal years would be working, who are now living on their relatives employed on the railway and relatives who have, moreover, experienced a cut in pay.

I assume that matters of this description are taken into consideration when dealing with high finance, but I feel that they cannot be so fully appreciated in Simla and Delhi as they are by men on the spot. I have been with my men now for nearly 30 years and I know a large number of them personally. We all realise the value of loyalty in every walk of life. In any business it is as necessary as efficiency. Loyalty starts at the top. It is impossible to expect it to begin in the ranks. I feel that I am morally responsible for the welfare of approximately 70,000 men who work under me, and their families. I make no apology for speaking quite plainly on their behalf, and stressing the importance of money now being found to undertake certain works. In doing this we may be to a certain extent gambling in futures, but personally I think, taking all factors into consideration, the money will be very well spent. As I have previously mentioned, it will tend to relieve the labour situation and also help to restore confidence in industries, essential to trade revival.

There is no question that, under the new constitution, labour will have an ever-increasing influence on the policy of Government in this country. The Labour movement will now enter into a new era.

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The labour unions if properly organised will wield an immense power, the control of which will require the best brains the country can produce. An essential function of any party which seeks to promote the best interests of labour is to produce machinery which will make effective the inherent goodnature and goodwill which at times is visible and at other times is latent in every individual. I can think of no better organisation in this country than sound labour unions to bring about a peaceful and happy solution of the communal problem so necessary for the good of India!"

Sir Joseph Bhore, Commerce <sup>& Railway</sup> Member, in the course of his speech

at the Conference made the following reference to Retrenchment in Railways.

"The Government are conscious of the moral obligation which rests upon all Governments to ensure the welfare of the workers of the State and we have striven faithfully to discharge it, remembering always that we have equally laid on us another obligation - maintenance of the economic solvency of the State's undertakings entrusted to our care. I can assure you that it was with no light heart that we ordered the discharges of staff that had become supernumerary to our requirements, and it must be a matter of common knowledge to most of you that, in the hope that improvement might take place, we retained staff in many cases long after purely economic considerations had rendered their discharge imperative. I can only express the fervent hope that we have seen the last for a long time to come of the discharges of staff on the ground of retrenchment."

Sir Guthrie Russel, Chief Commissioner of the Railway Board, also addressed the Conference.

Trade Union Movement in Burma, 1931-32\*

The following information regarding the progress of trade unionism in Burma is taken from the Report on the working of the Indian Trade Unions Act, 1926, in Burma during the year ending the 31st March 1932, issued by the Registrar of Trade Unions, Burma.

Legal Changes. - No legal changes by way of amendment of the Indian Trade Unions Act, 1926, or of the Burma Trade Union Regulations, 1927, or otherwise were made during the year.

Registered Trade Unions. - There is still only one registered trade union in Burma, namely, the Burma Motor Drivers' Association which was registered on the 28th October 1927. This Association started with 106 members at the beginning of the year under report and had 56 in its register at the close of the year. No federations of trade unions have yet been registered in Burma, no federation having applied for registration.

Trade Unions of Government Servants. - Reference was made at page 41 of our October 1931 report to the application for registration of the Burma Railways Employees' Union. Another application for registration was received from the Oil-fields (Burmah Oil Company) Employees Association during the year of this report; in both cases the rules have been amended to make them conform with the act, and are now undergoing a final examination. The Act makes no distinction between associations of government-servants and other associations; both kinds are entitled to registration if they satisfy the conditions

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\* Report on the working of the Indian Trade Unions Act, 1926, in Burma during the year ending the 31st March 1932. - Rangoon: Supdt., Government Printing and Stationery, Burma, 1932. - Price.- As.6 = 7d. - pp.3.

prescribed in sections 4 to 7 of the Act as well as those in the Burma Trade Union Regulations 3 and 8. The right of a government-servant to join such an association may, however, be controlled under Rule 47 of the Civil Services (Classification, Control and Appeal) Rules.

General Remarks. - The Report remarks that the utility of combination is evidently becoming generally recognised amongst workers, particularly amongst cargo-workers in Rangoon, and owners of motor-buses. A considerable number of trade unions have been formed during the past year, and in ~~the~~ course of time a number of registrations may result when the usefulness of section 13 of the Act, (making a trade union a body corporate) is recognised. It is observed that even an unregistered union can assist its members in making and guarding their claims under the Workmen's Compensation Act and the attention of unions of workmen is invited to this field of action.

(The progress of trade unionism in Burma during 1930-31 is reviewed at pages 40-42 of the October 1931 report of this Office).

Economic Conditions.Trade of India in 1931-32\*.

The following information about trade conditions in India and statistics of Indian exports and imports during 1931-32 is taken from the annual review of the trade of India in 1931-32 published by the Government of India. In the table given below are shown the figures relating to the principal commodities of Indian export and import trade:-

Trade Variations at a Glance.India's Exports and Imports.

	<u>1931-32</u>	<u>1930-31</u>
Visible Trade Balance	Rs. 900, millions	Rs. 380 millions
All Merchandise	Rs. 1,260 millions	Rs. 1,640 millions
Textiles	Rs. 350 millions	Rs. 410 millions
Raw Cotton	79,000 tons	58,000 tons
Sugar	500,000 tons	1,000,000 tons
Mineral Oils (gallons)	217,000,000	242,000,000
Mineral Oils (Valuation)	Rs. 90.4 millions	Rs. 104.8 millions

(In addition India imported Rs. 140 millions less metals, metal manufactures and machinery last year)

India's Exports.

	<u>1931-32.</u>	<u>1930-31.</u>
Raw cotton	Rs. 230 millions	Rs. 460 millions
Food Grains	Rs. 203.7 millions	Rs. 298.8 millions
Hides and Skins	Rs. 89.2 millions	Rs. 117.4 millions
Hides and Skins	49,400 tons.	63,000 tons.

(All jute exports dropped by Rs. 120 millions; tea by Rs. 41.2 millions (14,700,000 lbs); oil-seeds by 5 p.c. in quantity and 18 p.c. in value).

General.- The Review states that the year has been even more disastrous than 1930-31, a year of unparalleled economic collapse throughout the world. The disastrous fall in prices which started

\*Department of Commercial Intelligence and Statistics, India. Review of the Trade of India in 1931-32. Published by order of the Governor-General in Council. Calcutta; Government of India Central Publication Branch, 1932. Price Rs.3 or 5s.3d. (58th issue) pp.xxv + 299.

in October 1929 continued unabated till September 1931, when the suspension of the gold standard by England, India and other countries arrested the fall of prices which began to show a slight tendency to increase.

Commodity Prices.- This increase is merely a reflection of the depreciation of currencies in these countries in terms of gold, while gold prices continued on the downward trend. In India, the prices of exported articles, which are mainly raw materials, have fallen much more in the last two years than those of imported articles, which are mainly manufactured goods. The major portion of the fall in the value of imports was due to economic rather than to political factors. Only in the case of cotton piece goods, tobacco and certain iron manufactures was boycott partly responsible for the fall in the volume of imports.

Fall in Value of Trade.- The total value of the imports of merchandise into British India in 1931-32 amounted to Rs. 1,260 millions, and that of exports to Rs. 1,610 millions. Compared with the previous year, the figures represent a decline of Rs. 380 millions or 23 per cent in the case of imports and Rs. 650 millions or of 29 per cent in that of exports.

Imports.- The fall in imports under the textile group amounted to Rs. 60 millions on a total of Rs. 410 millions recorded in 1930-31. Imports of raw cotton on the other hand rose from 58,000 tons to 79,000, concurrently with a progressive decline under piecegoods. Next in order of magnitude was the reduction in imports under the metal group which amounted to Rs. 61.4 millions; but if along with this group are included items like machinery and mill-work, hardware, cutlery, implements and vehicles, the aggregate decline under this head comes to Rs. 140 millions. It may be of importance ~~that in~~



to mention that, in spite of general depression in this line of trade, the percentage share of the United Kingdom in the total imports of iron and steel showed a slight improvement. The sugar trade remained in the doldrums throughout the year, imports having declined from one million tons valued at Rs. 109.6 millions to a half million tons. Consignments of mineral oils fell from 242 million gallons valued at Rs. 104.8 millions to 217 million gallons valued at Rs. 90.4 millions.

Exports.- On the export side the outstanding factor was the slump in the raw cotton trade. Exports of raw cotton fell from Rs. 460 millions to Rs. 230 millions in value. The decline in the value of raw and manufactured jute amounted to Rs. 120 millions. Under food grains, the value of shipments declined from Rs. 298<sup>4</sup> millions to Rs. 203.7 millions, although the total quantity exported remained unchanged. The tea trade also had a critical year and this was reflected in shipments of tea which fell by 14.7 millions lbs. in quantity and Rs. 41.2 millions in value. There was 5 per cent decline in quantity and 18 per cent in value of oil seed exports as compared with last year. Exports of hides and skins decreased from 63,000 tons, valued at Rs. 117.4 millions to 49,400 tons valued at Rs. 89.2 millions. There was 15 per cent decrease in quantity and 41 per cent in value of lac exports as compared with last year. The total value of re-exports amounted to Rs. 44.6 millions, representing a decline of Rs. 4.8 millions as compared with 1930-31 and of 24.7 millions on the basis of 1929-30.

Balance of Trade.- The visible balance of trade in favour of India during the year was Rs. 900 millions as compared with Rs. 380 millions in the preceding year. Transactions in treasure on private account resulted in a net export of Rs. 556 millions as against a

net import of Rs. 240 millions in 1930-31. Gold showed a net export of Rs. 580 millions and silver a net import of Rs. 25 millions. Net exports of currency notes amounted to Rs. 2.6 millions.

Gold Export.- The heavy gold exports show that economic pressure in the country was tending to cause accumulated savings to be drawn on and some part of this gold may be called distress gold. It is also suggested that gold shipments may have been made to facilitate export of capital. The review states that if this suggestion is correct, it means that some of the gold exports were used for the purpose of the transfer of capital from India to foreign countries.

Rupee Exchange and Tariff Changes.- Reviewing the rupee exchange during the year, it is stated that the difference between the highest and the lowest rates was  $\frac{13}{16}$  d., the highest rate being  $1s\ 6\frac{5}{8}$  d. ~~1s 6/5-32d.~~ The continuous high rate of the Imperial Bank marked the year under review. Freight rates were lower than in the preceding year. The ~~tariff~~ tariff was enhanced as a result of the passing of the Indian Finance Supplementary and Extending Act. Protective duties were also imposed on magnesium chloride and other heavy chemicals, wood pulp and wireless reception instruments.

Industrial Situation.- During the year 1931, a greater number of industrial disputes occurred in India, a larger number of workmen were involved and consequently the ~~less~~ loss on man-working days was ~~much~~ much higher than during the preceding year. The worst sufferers were the cotton mills in Bombay and in the Madras Presidency and the jute mill in Bengal. The important strikes of the year occurred in the Hastings Jute Mills, Rishra, Hooghli, the Madura Mills in the Madras Presidency and the Sholapur Mills and the Swadeshi Mills in the Bombay Presidency. The first quarter of the year 1932 has not been marked by any improvement in the situation, for during this quarter

also there have been frequent labour strikes in cotton and woollen mills in Bombay, Madras and the Central Provinces.

(The Trade of India in 1930-31 is reviewed at pages 50-58 of the report of this Office for September 1932).

The Bengal Money-Lenders' Bill, 1932.

As the result of the recommendations made by the Royal Commission on Agriculture in India, some interest is being evinced in this country in the problem of rural indebtedness and in providing relief to victims of usury. Bills and Resolutions on the subject have been introduced in the various provincial legislatures as well as in the Legislative Assembly during the last two years, the chief of them being a resolution moved in the Legislative Assembly by Sir Mahomed Yakub in August 1931 (vide pages 59-60 of our August 1931 report). The resolution, however, was later withdrawn but the problem received a full-dress debate in the Assembly and an assurance was received from the Government to the effect that they would press <sup>on</sup> the attention of the local governments the urgency of considering the problem and of evolving suitable remedies. The Punjab has, in addition to the Punjab Regulation of Accounts Act, 1930, ordered an inquiry into rural indebtedness (vide page 54 of our March 1932 <sup>report</sup> Office). The Government of H.E.H. the Nizam of Hyderabad, Deccan, has recently published an exhaustive report/as the result of an enquiry conducted by a Special Officer, ~~in 5 volumes~~ which contains a mass of information regarding agricultural indebtedness in the State (vide pages 29-31 May 1932 report of this Office). The Government of the Central Provinces have constituted a Debt Reconciliation Board to afford relief to victims of

usury in that province and the Government of the United Provinces have recently published a lengthy report submitted by the Agricultural Debt Inquiry Committee appointed in that Province some time back. Besides these efforts to tackle the problem, attempts have been made, chiefly in Madras, Bombay and the Central Provinces, by non-official members of Legislative Councils, to introduce Bills in the respective legislatures to regulate money lending (vide pages 35 of May 1932 report, pages 33-34 of November 1931 report and pages 51-53 of October 1931 report of this Office). Bengal is the latest province to take up the question and a non-official Bill was introduced in the Legislative Council on 7-9-1932 to relieve the indebtedness of the agriculturists and labourers of that Province. The following are extracts from the statement of objects and reasons appended to the Bill. (The text of the Bill is published at pages 438-442 of Part IV of the Calcutta Gazette of 29-9-1932 (No.39 of 1932). In drafting the Bill, the recommendations of the Bengal Banking Inquiry Committee <sup>on this subject</sup> have been followed and the Bill is modelled on the English Money-lenders Act, 1927.

The object of this Bill is to place a definite check <sup>on</sup> ~~to the~~ harsh and unconscionable loans carrying interest at usurious rates, and to prevent the civil courts being used for the purpose of enforcing such rates. The subject has engaged the attention of Government from time to time. The amendments of the Indian Contract Act in 1890, in spite of conferring on the civil courts equitable jurisdiction within a limited scope, proved to be fully inefficacious. The Usurious Loans Act (X of 1918) was passed closely following the provisions of ~~section 1 of~~ the English Money-lenders Act of 1900 (63 and 64 Vict. C 51). The Act has been in force for the last 12 years, but the consensus of informed opinion is that it is inoperative and has failed to give the relief that it was intended to afford.

The Royal Commission on Agriculture recorded that in every province an inquiry should be made into the causes of the failure of the Usurious Loans Act. The Provincial Banking Inquiry Committee was requested by the Government of Bengal to make such an inquiry and

startling facts came to the notice of the Committee as to the prevalence of usury in this presidency and the way in which civil courts have to be parties to highly unconscionable rates. It also came to notice that shameless extortions are done in the name of money-lending by a class of money-lenders who are not natives of the soil and who generally believe in the Law of the Lathi and are now a growing menace to the people of this presidency.

The object of the present Bill is:-

- (1) to make registration compulsory for all money-lenders who are not permanent residents nor have permanent domiciles;
- (2) to abolish compound interest;
- (3) to make a clear provision which will enable the courts ~~in~~ to determine what is "excessive interest" and "harsh and unconscionable transactions" in giving effect to the provisions of the Usurious Loans Act of 1918, and thereby supplement the provisions of ~~that~~ Act;
- (4) to make a debtor have access to all information regarding his loans;
- (5) to fix maximum rates of interest for secured and unsecured loans;
- (6) to make habitual usury a penal offence; and
- (7) to empower courts to <sup>accept</sup> ~~take~~ tenders of money by debtors to discharge interest or principal of loans. Provisions have been made by which the Local Government is empowered to exclude municipalities from the operation of the Act with a view to leave industrial finance unaffected by the provisions of the Bill, while all agricultural finance shall always come within the scope of the Bill.

The Bill is mainly to give relief to the agriculturists and labourers and the city of Calcutta is excluded ~~by the Act~~.

#### Report of the U.P. Agricultural Debt Inquiry Committee.

The Government of the United Provinces have recently published (vide pages 243-367 of part VIII of the U.P. Gazette of 10-9-1932, Vol. LIV, No. XXXVII) the report of the Agricultural Debt Enquiry Committee set up by the U.P. Government some time back. The Committee consisted of

33 members and was presided over by the Hon. E.A.H. Blunt, Finance Member, U.P. Government. The Committee did not invite any evidence or written memoranda from the public but considered the suggestions and proposals put before it by the Government. The report of the Committee is published in the form of minutes of the discussions and proceedings and not <sup>of</sup> definite recommendations.

The following are some of the more important of the Resolutions adopted by the Committee:

Agriculturists' Debt Relief Measures; Conciliation Boards. -  
 (1) That boards should be elected by debtors and creditors of a convenient local area to try by conciliation to bring about agreements in regard to any debts owed by agriculturists, where the principal sum does not exceed Rs.500. That such board should consist ordinarily of not less than three or more than seven <sup>(conciliators)</sup> panches, but that where desired, debtors and creditors may agree to appoint a single conciliator.

When in any local area a conciliation board has been elected, no civil court shall entertain any dispute coming within its province, until the board certifies that it has tried and failed to compromise the dispute.

That a creditor and a debtor, in consultation with a board, may appoint arbitrators to settle their dispute; that the agreement to refer to arbitration should be exempt from the payment of any fee, and should be valid if attested by the board; and that the award of the arbitrators may be referred to the board for attestation and should after attestation ~~be~~ be treated as a settlement by the board.

(2) That an Act should be passed enabling an agriculturist debtor to apply to a court for a statement of his account and for a decree.

That in making up the account the court will reopen it from the commencement of the transaction if the rate of interest is exorbitant ~~or~~ excessive or if there is reason to suppose that the transaction was substantially unfair, will prepare separate accounts for principal and interest; will allow compound interest only limited ordinarily to 9 per cent per annum, on secured, and to 15 per cent per annum, on unsecured debts subject to the proviso that in consideration of the risk taken by the creditor, these figures may be raised to 12 per cent per annum or 18 per cent per annum ~~and~~ respectively, and the court in passing the decree may order that it should be recovered with or without interest, and if the instalments are not paid in time, the whole amount may become payable at once.

Check on Money Lenders. - (3) That all money-lenders, except Banks, Co-operative Societies and Companies which already are

are bound to maintain regular accounts, should be compelled to keep separate accounts, of principal and interest, and to supply a copy to every debtor at intervals of six months, preferably in the form of a pass book.

That all money-lenders should be bound under penalty to give written receipts for every payment.

That it should be made a crime to record in the accounts as principal a sum larger than that actually advanced whether on the ground of charges for expenses or inquiries or nazrana or fines or renewals.

(4) That no agriculturist should be arrested or imprisoned in execution of a decree of money.

(5) That no suit for money may be brought against an agriculturist except in the district where he resides or in the district where the money was paid to him. That a loan taken in grain may be repaid with interest in the same kind of grain within twenty months at the option of the debtor.

(6) That no peripatetic moneylender <sup>or</sup> cloth dealer shall be allowed to carry on his business in the country-side within municipal or cantonment limits, without a licence.

That these licences shall be renewable each year and shall specify the area within which the holder will be authorised to prosecute his trade.

That persons found guilty of dealing without holding such licence will forfeit all dues against them, and will be imprisoned for a period of not more than six months. In the case of the nationals of other countries a suitable fine and immediate deportation out of the country, at their own cost, will be summarily authorised by the Collector of the district, within whose jurisdiction such peripatetic moneylenders have been caught.

(7) That the powers conferred by the Usurious Loans Act on the court should be mandatory instead of being discretionary as at present;

That the Act should apply to a transaction when it appears to the court (1) that the rate of interest is excessive, or (2) that the transaction was substantially unfair.

(8) That provision should be made for the summary redemption of a mortgage on deposit by the mortgagor of the amount remaining due on the mortgage, by amending Section 83 of the Transfer of Property Act.

(9) That the proposals of the sub-committee for the amendment of the Usurious Loans Act should be given effect to by legislation in the Provincial instead of the Central Legislature.

Government Help for Liquidation of Debt. - (10) That the sub-committee recognise that their other proposals must give a serious shock to the credit system and that it is essential to take some measures to maintain the flow of credit; that to this end they would

urge on the sympathetic consideration of Government that when debts have been reduced by a Conciliation Board or by a court to an amount which is within the capacity of the debtor to pay they should offer to advance directly or in conjunction with a Land Mortgage Bank or other institution the whole or a portion of this debt to the creditor and recover the loan as taqavi from the debtor, the loan to be a first charge on the land or its produce after the payment of rent or revenue, as the case may be, and subject to leaving with the debtor what is required for his subsistence and the expenses of cultivation. Provided that the security is sufficient, such advances should be offered to the extent of whole or a part of the reduced debt in the shape of interest-bearing bonds.

Impetus to Nepalese Industry: Prime Minister's Announcement.

In the course of the Durbar ~~xxx~~ <sup>delivered</sup> Speech on 16-10-1932 following his installation as the Prime Minister and Supreme Commander-in-chief of Nepal, His Highness Maharaj Joddha Shumshere Jung Bahadur Rana announced a programme of educational, administrative and industrial development of the country. The salient features of the educational and industrial programmes are set out below;

His Highness said that he was keenly alive to the necessity for imparting vocational training, and also moral and religious instruction to all boys so that the moral advancement of the country might be ensured along with her intellectual *advancements*.

By far the greatest change contemplated by the new premier was in the development of commerce and industries, for which he wanted to grant new facilities by the improvement of communications and means of transport. Home industries are to be encouraged and protected by means of tariffs, and agricultural and industrial exhibitions are to be held from time to time at different centres within the territory. All octroi duties and duties on imported machinery are to be abolished



for a stated period, and a new electric plant is to be installed for the supply of electricity at a cheap rate to those who wanted to utilize it for working machinery. Merchants and traders are to receive advances of loans from the Government at easy rates of interest and any just demands on their part for further concessions and facilities will receive His Highness' sympathetic consideration. His Highness fully realized that the traders and agriculturists formed the real backbone of his country and he assured his subjects that he would spare no pains to improve their condition.

Cotton Mills for Bengal; Japanese Scheme.

Reference was made at pages 49-51 of our July 1932 report and at pages 50-53 of our August 1932 report to the textile crisis in India precipitated by Japanese 'dumping' of piece goods in this country and to the raising of the tariffs on cotton piece-goods by the Government of India. It was announced by the Japanese Consul-General in India that, as a sequel to the imposition of the additional duties on Japanese piece-goods, certain Japanese industrialists are seriously contemplating the erection of two cotton mills in Bengal.

According to the Consul-General's announcement, a few Indian mill magnates approached Japanese merchants some time ago with a view to enter ~~with them~~ into partnership in textile ventures in India. The two mills to be opened shortly are the result of these negotiations. It is proposed to start the venture with Indian capital and

labour but with Japanese machinery and direction. The main object of the scheme is declared to be the desire of Japan "to teach Indian mill-owners the art of organisation and rationalisation about which Indians have a good deal to learn" and not to cripple the Bombay cotton industry as a measure of retaliation for moving the Government to raise the tariff walls recently.

As to the treatment of the labourers, the Consul-General said: "The labourers will probably be paid a higher rate of wages. The Japanese at present do not intend to invest much. The mills will be operated by Japanese brains using Japanese machinery, but with Indian capital and labour. Japan can now export machinery into this country by the existing commercial treaty between India and Japan."

This venture, if it materialises, is bound to have serious repercussions on Bombay cotton mills, for, even though Japan does not wish to enter into competition with the textile mills in Bengal, there is bound to be a good deal of fair competition with Bombay in supplying the Calcutta markets with those classes of goods which the Bengal mills do not manufacture.

Employment and Unemployment.

Relief of Middle-Class Unemployment in Bengal:

Intensive Training in Cottage Industries.

A comprehensive programme of economic reconstruction at a recurring cost of Rs. 100,000 yearly to begin with, which was formulated by Nawab K.G.M. Faruqui, Minister ~~of~~ for Agriculture, Bengal, has <sup>recently</sup> ~~been~~ sanctioned by the Governor of Bengal. The scheme comprises the provision at all important centres of facilities for training middle-class young men in suitable ~~and~~ indigenous industries, the products of which are in universal usage and command a wide market.

Short Intensive Training Courses.- The immediate objective is to provide unemployed young men with a short and intensive training with new and improved processes in cottage industries, which are capable of <sup>providing</sup> ~~finding~~ remunerative occupation, for a large number of young men. 28 demonstration parties to give free practical training to young men by lectures will be appointed from November 1932. It is intended to appoint a representative body to take steps for the introduction of small industries in the district.

Industrial Survey.- The scheme also provides for the industrial survey of Bengal and the compilation of an industrial dictionary. The services of two industrial surveyors will also be utilized for finding markets for the products.

Proposed Resolutions re. Unemployment in U.P.

Legislative Council.

It is understood that at the forthcoming session of the United Provinces Legislative Council which is to be held at Lucknow

from 3-11-1932, two resolutions will be moved on the present unemployment crisis — one requesting the Government to help the development of cottage industries in the Province to relieve unemployment and the other recommending the appointment of a committee to enquire into the extent of unemployment in that province and suggest remedies. The following is the full text of the former resolution.

✓ "That this Council recommends to the Government to appoint a Committee consisting of three official members of the Council, namely, the Director of Industries, the Director of Agriculture and the Registrar of Co-operative Credit Societies, and five non-official members of the Council with the Hon. Minister of Industries as Chairman and the Revenue Secretary as its convener, in order to prepare a practical scheme for immediately starting cottage industries on an extensive scale in the rural areas and for affording facilities to capitalists by means of grants, subsidies and loans to start factories on a large scale in urban areas with a view to solve the question of unemployment, both in the rural and urban areas, respectively."

Criminal Tribes Reclamation Home, Lyallpur.

Under the aegis of the Punjab Reclamation League a Reclamation Home is to be opened at Lyallpur, ~~the~~ Punjab, and the foundation for the Home was laid on 18-10-1932. The object of the Home is mainly to provide accommodation and paying occupations for the probationally released prisoners and the members of the notified Criminal Tribes in the Punjab. The Reclamation Home is to accommodate particularly the skilled members of the probationally released prisoners who cannot earn full wages if placed with private employers, and the youths of the Criminal Tribes, who have learnt particular trades during their stay in the Settlements, but who require financial help and sympathetic guidance in the initial stages to be able to stand on their own legs. It was intended to make it a limited concern and to affiliate it with the Punjab Co-operative Union so as to enable the members to obtain financial help if needed. They would further be able to deposit their savings which will constitute their stock-in-trade when on leaving the Home they would settle down independently in their particular callings.

Public Health.

A Scheme for National Health Insurance.

It is understood that the Bombay Government have drawn up a scheme of national health insurance and that the scheme has been circularised to various individuals and bodies interested in the subject to elicit public opinion. Under this scheme, it was proposed to form an Association called "The Hospitals Saving Association of Bombay" to raise funds for the maintenance of the Bombay Hospitals by (1) contributions from workers and employees by way of health insurance at the rate of two or three annas a week and by (2) voluntary donations. It was also proposed under the scheme to appoint a panel of doctors to attend on the insured workers, to appoint chemists for dispensing medicines for insured persons, to maintain an ambulance service etc. The proposed association was not to have control over the administration of the hospitals, its only responsibility being to provide funds. It was further suggested that large employers of labour might insure all their employees en bloc and deduct the contribution from the wages of their workmen. The insured persons would be entitled to free medical treatment.

This proposal, however, has not found much favour with the Bombay Millowners. Their Association has pointed out that having regard to the vastly different conditions in this country, it is undesirable to seek to introduce into India schemes of social insurance modelled on those found suitable ~~for~~ Western countries. In this connection the Committee expressed their agreement with the view of the Royal Commission on Labour that "in instituting measures

of this kind, there is a greater possibility of achieving success by building on an existing foundation than by introducing methods which are entirely foreign to the country! Moreover, the provision of free medical attendance and treatment by qualified Doctors - either whole or part time - by practically all mills in the City and Island of Bombay would appear to render the proposed scheme unnecessary in the case of mill operatives, and also the workpeople's lack of faith in Western medical methods would debar them from taking full advantage of the scheme.

Child Welfare Work in Madras City:

Corporation Committee's Recommendations.

In July 1932 the Council of the Madras Corporation appointed a committee consisting of the doctors in the Council and three outside experts to report on the working of the Child Welfare Scheme in the city and on the question of appointing honorary doctors to the Corporation dispensaries. The committee has submitted an unanimous report containing several useful recommendations, the following being a few of the more important ones:-

The Committee considered carefully the present working of the Maternity and Child Welfare Centres under the Corporation of Madras, and was of opinion that the dispensary should be separated from the Maternity and Child Welfare Centre. The activities of the Centre may be grouped under three main heads:- (1) Antenatal; (2) Maternity; and (3) Child Welfare.

Ante-natal Service. - The Committee is of opinion that so far as antenatal advice at the antenatal clinic is concerned, it should be possible for pregnant mothers to be referred to the antenatal clinic for examination and advice by mid-wives or general practitioners, and that such advice should be readily available ~~at~~ at these centres.

Maternity Service. - So far as the maternity service of the Corporation is concerned, the Committee feels that there is a necessity to restrict its scope. It recommends that such maternity service should be free only to those who are indigent, or whose income is Rs.50 or less per month. In another direction also, the Committee strongly feels that there should be a change. Preference should be given in attending on maternity cases to those who are already "booked" on the registers of an antenatal clinic of the Corporation. Eventually, it should be the aim of the Maternity service of the Corporation of Madras to attend at the time of delivery only to those cases that have been "booked" in the registers of the antenatal clinic of the Child Welfare Centre. The Committee also strongly recommends that this suggestion should be given effect to from the 1st January 1934. It should be the ultimate aim of the Corporation to start a few Maternity Homes in suitable centres where normal confinements will be attended to from those localities or houses where conditions are unsatisfactory for any confinement to be conducted. Such Maternity Homes should not undertake the treatment of any complicated cases.

Child Welfare. - The Committee recommends that an ideal Child Welfare Centre should have on its staff;

(a) A Senior Health Visitor who should be a person of experience; (b) a Junior Health Visitor; (c) a Maternity Supervisor; (d) Midwives, whose number should be proportionate to the number of maternity cases attended at the centre; (e) a Centre Attendant; (f) a sweeper and (g) three peons.

Milk Supply. - With regard to the supply of milk to the babies, the Committee is of opinion that no sucking infant (up to 9 months) should ordinarily be given any milk from the Child Welfare Centre. In exceptional circumstances, where the mother is not able to breast-feed her child, an infant may be put on a supply of milk. The supply of milk to necessitous children is not the main activity of a Child Welfare Centre but is a means to attract mothers and to educate them in the proper care of infants.

Medical Staff. - The Committee recommends that there should be 4 doctors for the scheme and one relieving doctor. In addition, having considered the qualifications of the existing staff of the Child Welfare Scheme, it recommends that the Midwives of the Child Welfare Scheme of the Corporation should undergo a "refresher" course for a minimum period of 3 months in one of the Maternity Hospitals in the City.

Corporation Dispensaries. - The Committee ~~has~~<sup>was</sup> been asked to express an opinion on the question of appointing honorary staff to the existing dispensaries of the Corporation. From the correspondence the idea underlying such a proposal seems to be ; (1) To explore the possibilities of developing special departments in the existing



Corporation dispensaries, such as ear, nose and throat, eye, skin, leprosy clinic, etc. (2) To relieve the congestion of work in some of the dispensaries, thus affording some relief to the existing medical officers in charge.

In this connection, it may be stated that, at present, the Corporation is responsible for the maintenance of 3 hospitals. Besides these hospitals, the Corporation maintains 23 dispensaries, besides granting contributions to medical institutions. The Committee is of opinion that the facilities for medical relief to the poor is thus very generously provided for, and that it is not desirable to increase the number of dispensaries in future.

In regard to the opening ~~up~~ of the special departments, the Committee feels that it is neither necessary nor desirable that the Corporation should undertake such a difficult task.

#### Labour Housing in Ahmedabad: Textile Association's Scheme.

The Whitley Commission has remarked that most of the Indian trade unions are at present hampered by having too limited a scope and too few welfare activities <sup>and that</sup> there is a disposition in this country to regard a union as a mere agency for securing benefits from employers. Possibly the only union with an elaborate range of welfare work is the Ahmedabad Textile Association, to the manifold activities of which references have been made in the previous reports of this Office. This Association maintains two dispensaries and a hospital equipped for surgical work, with accommodation for thirty indoor patients. The expenditure on this work is in the neighbourhood of Rs. 10,000 annually. The Association maintains 23 schools, which in 1928 had 1,458 boys and 76 girls. The cost in that year was Rs. 36,000 and the Association also carried on two boarding schools maintained by subscriptions from other sources. The social betterment department of the union supplements the work of the schools by conducting evening classes in chawls

to teach workers reading and writing. The union maintains a library and a reading-room for the benefit of its members. There are also travelling libraries containing several boxes of books which are circulated from centre to centre. Among the union's other welfare activities are four physical culture centres, a volunteer corps, ~~an~~ a cheap grain shop, restaurants, a savings bank and a Cheap Loans Department. These are all carried on mainly from the members' subscriptions, which are collected by the mills. The millowners until recently also made an annual grant to the Association for educational purposes. The Association has recently included a new item in its programme of welfare work, viz., the provision of model housing for its members at cheap rents.

Towards the end of last year the Association purchased over four acres of land with a view to building model tenements for workmen. The idea was to construct 60 tenements of which 40 are now complete and were occupied on the 9th of October 1932. Each tenement consists of three rooms and a verandah with a small garden at the back and a common open terrace above. The kitchen room measures 8 feet by 7 feet, the middle room 11 feet by 8 feet, the front room  $14\frac{1}{2}$  feet by 10 feet and the verandah  $19\frac{1}{2}$  feet by 7 feet. The 40 tenements are distributed in four rows of ten tenements each. There is plenty of open space around and between the different rows. The evil of back to back chawls has been avoided and large windows are fitted into the walls to provide light and air. It is proposed to let these tenements on hire-purchase system. The monthly rent, it is reported, has not yet been fixed.

Co-operation.

Progress of the Co-operative Movement in India, 1930-31.\*

The following information regarding the progress of co-operation in India during 1930-31 is taken from the Statistical Statements relating to the Co-operative Movement in India during the year 1930-31 published by the Department of Commercial Intelligence and Statistics of the Government of India.

The principal types of co-operative societies in India are (a) Central Unions (including Provincial and Central Banks and Banking Unions), (b) Supervising and Guaranteeing Unions (including Re-insurance societies), (c) Agricultural Societies (including Cattle Insurance Societies, and (d) Non-agricultural societies (including Insurance Societies). The number of societies of all kinds increased from 100,150 in 1928-29 and 104,187 in 1929-30 to 106,166 in 1930-31. The number of societies per 100,000 inhabitants fell from 36.2 in 1929-30 in British India to 33.4 and from 45.7 to 41.5 in Indian States for which figures are given and from 37.3 to 34.4 for the whole of India. The total number of members of primary societies in India rose from 4,181,904 in 1929-30 to 4,308,262 in 1930-31. The number of members of primary societies per 1,000 inhabitants fell from 14.6 in 1929-30 to 13.7 in 1930-31 in British India and from 17.6 to 16.2 in the nine Indian States for which information is available, and from 15.0 to 14.0 for the whole of India. The working capital for all India rose from Rs. 895,178,000 in 1929-30 to Rs. 919,122,000 during the year under review, but the working capital of co-operative

\*Department of Commercial Intelligence and Statistics, India. Statistical Statements relating to the Co-operative Movement in India during the year 1930-31. Published by order of the Governor-General in Council. Calcutta: Government of India Central Publication Branch, 1932. (13th issue). Price Rs. 1-4 or 2s.3d. pp. 22.

societies expressed in terms of annas per head of population fell from 53 in 1929-30 to 50 in 1930-31 in British India and from 36 to 34 in the nine Indian States for which statistics are given and from 51 to 48 for the whole of India.

The financial position of all classes of societies seems to be sound. In 1930-31, 597 Provincial and Central Banks with a membership of 91,109 individuals and 90,691 societies had reserve funds amounting to Rs. 20,461,176, working capital amounting to Rs. 306,710,319 and profits amounting to Rs. 5,230,097. There were 93,512 agricultural societies with a membership of 3,162,359 in 1930-31 having reserve funds amounting to Rs. 65,392,903, working capital amounting to Rs. 359,353,100 and profits amounting to Rs. 13,791,447. Similarly, in the case of non-Agricultural societies, 10,528 societies with a membership of 1,141,592 had reserve funds amounting to Rs. 13,334,276, working capital amounting to Rs. 163,299,584 and profits amounting to Rs. 5,843,972.

(The progress of the Co-operative Movement in India during 1929-30 is reviewed at pages 71-72 of our October 1931 report).

19th Mysore Provincial Cooperative Conference, Mysore, 1932.

The 19th Mysore Provincial Cooperative Conference was held at Mysore on the 5th, 6th and 7th October 1932 under the presidentship of Mr. Rajagopalachari, Revenue Commissioner, Mysore. The Conference was attended by many officials of the State including the Dewan who formally declared the Conference open, besides a large number of delegates from all parts of the State. In the course of his presiden-

tial address, Mr. Rajagopalachari dwelt among other things on the defects in the working of the Primary societies and on the present condition of housing and industrial societies. The following is a brief summary of the salient features of the presidential address.

Defects in the Working of the Primary Societies. - According to Mr. Rajagopalachari, the Cooperative movement in the State failed to forge ahead rapidly due to the defective working of the Primary societies. These defects are (1) want of proper management resulting in slackness and non-payment of dues; (2) in-elasticity and delay in issuing loans to the ryots; and (3) the heavy rates of interest which are charged in many of these societies. He emphasised the urgency of attending to these defects and said that, in addition, supervision of these primary societies have to be made more efficient. For this purpose he suggested the reorganisation of the defunct District organisations to relieve the Provincial Banks which at present ~~exercise~~ exercise supervision over the primary societies.

Housing Societies. - Mr. Rajagopalachari, ~~was~~ in dealing with housing societies, expressed regret at their working having come to a standstill due to want of adequate funds. He assured the Conference ~~of~~ the sympathy and support of the Mysore Government in reviving these societies and emphasised the advantages derived from housing societies undertaking construction <sup>of</sup> new houses and effecting improvements to old ones. In order to finance this class of societies, he suggested that the housing societies should apply to the village panchayats, the majority of which had surplus funds, to finance them to effect village improvements.

Industrial Cooperation. - Speaking on the spread of Co-operation among industrial classes in the State, Mr. Rajagopalchari said that the movement has not caught on in this field as much as one would expect considering the great help small traders and artizans would derive in their business. There are about 75 weavers' societies <sup>and</sup> a few sericultural and artizans' societies only and many other trades and professions remain almost unrepresented. It is, he said, probably due to the artizans being associated very closely with the merchants who help them by giving cash advances and who sometimes, take over the finished product in lieu of money. This might probably suit the artizans best. Mr. Rajagopalchari declared that still, without displacing the merchant with regard to financing, there is plenty of scope for action by cooperative societies in purchasing raw material and machinery and ~~the sale of~~ <sup>the sale of</sup> the finished product, and he urged the co-operators in the State to explore the possibilities in this direction.

The following is a summary of three resolutions moved at the Conference on the subject of house building societies: one resolution

*The first*  
 The resolution expressed regret that in spite of repeated representations and reasonable expectations, no relief had been granted to House-building Societies which were labouring under difficulties. The Government in conjunction with Apex Bank were requested to lend <sup>fund</sup> to the House-building Societies at not more than six per cent and to fix the period of repayment at not less than 15 years, ~~in either case.~~

~~The~~ second resolution on the subject requested the Government to authorise the various District Boards in the State to invest their surplus funds in housing societies of established stability for no less than fifteen years, by depositing <sup>such surplus funds</sup> in the Apex Bank and earmarking ~~for~~ them for house building purposes only.

~~The~~ third resolution requested the Government, City and Town Municipality, to allot a large available area to the respective housing societies in their jurisdiction to enable the societies to build houses and transfer the same to intending purchasers on the hire purchase system.

Women & Children.

7th Madras Constituent Women's Conference, Madras, 1932.

The seventh annual session of the Madras Constituent Conference of the All-India Women's Conference was held at Madras on 8-10-1932 under the presidentship of Lady Mirza M. Ismail. In the course of her presidential address, Lady Ismail said, among other things, that one feature of the organisation in Madras which required careful future development was that, besides being a deliberative body, the organisation should achieve a larger amount of practical results by building up a chain of organisations which, starting from the village and spreading upward, <sup>should</sup> embrace urban areas and cities. This, she said, will make it possible for the central organisation to attend systematically to the improvement of local conditions in all matters concerning ~~the~~ women. The Conference passed a large number of resolutions concerning the social, economic and political welfare of women in that province, the following being a few of the more important of them:

Resolutions on Education of Women. - (1) "This Conference reiterates its former resolutions urging the provision of increased facilities:

- (a) for Primary Education, and calls on the Government and public bodies to enforce the compulsory Primary Education Act;
- (b) for education of Muslim girls; and
- (c) for the higher education of Muslim women".

(2) "This Conference strongly recommends to the Government and to the Department of Education, the introduction of vernacular as the medium of instruction for Higher as well as for Primary Education."

(3) "This Conference emphasises the imperative need for research work in education."

(4) "This Conference resolves to carry out refresher courses in primary and secondary education."

(5) "This Conference is convinced of the necessity of training workers for Creches and Nursery Schools."

Resolutions re. Representation of Women in Public Service etc. -

(1) "This Conference strongly recommends the appointment of women on every committee and commission appointed by the Government in this Presidency to represent the women's point of view and to safeguard the interests of women.

(2) "This Conference regrets that the post of Deputy Directress of Public Instruction, so necessary for the development and expansion of women's education in this Presidency should have been kept in abeyance for three years and strongly recommends the immediate revival of this post.

(3) "This Conference urges the immediate appointment of a woman on the Public Services Commission of this Presidency.

(4) "This Conference urges strongly that women representatives be sent to the League of Nations from India to represent the women's point of view.

(5) "This Conference calls upon all public spirited women workers in this Presidency to face open election, so as to get elected to the seats in the Legislative Assembly and the Legislative Council and on the Local Bodies - namely District and Taluk Boards, Municipalities etc."

Resolution re. Women and Communal Electorates. - "This Conference strongly disapproves of the creation of communal electorates for women and appeals to women of all communities to work individually for the creation of public opinion against all awards ~~on public opinion~~ ~~against all awards~~ on communal basis."

Resolutions on Social Conditions. - (1) "This Conference congratulates the Government and the Assembly for their firm stand by the Sarda Act; it further appeals to the members of the Assembly <sup>not</sup> to amend the existing Act, and to the public to co-operate in preventing child marriage"

(2) "This Conference reiterates its former resolution urging the reform of marriage laws and equality in marital relationship in the Hindu community."

(3) "This Conference urges the necessity of prohibiting the singing and dancing of the Devadasis in temples and in public."

(4) "This Conference urges the local Legislature ~~to include another amendment to the Bill~~ to penalise 'Gajja Puja' or dedication ceremony in Hindu temples, as has been done already in Mysore, Travancore, Cochin, Pudukotta and in the Portuguese Settlements".

(5) "This Conference calls upon the Government to enforce that section of the Act for the suppression of immoral traffic which



deals with the rescue of minor girls from ~~the~~ houses of ill-fame and appeals to the public to subscribe liberally towards the establishment of 'Rescue Homes' in this Presidency."

Resolution re. Encouragement to indigenous industries. - "This Conference reiterates its former resolution that while placing on record its appreciation of the work already done, it calls for increased effort in the support of indigenous industries (Swadeshi) such as hand-spinning, weaving and all other cottage industries."

Resolutions on Labour Conditions of Women. - (1) "This Conference urges that all unregulated industries be properly supervised and brought into line with the conditions obtaining in regulated industries.

(2) "This Conference deplores the decisions of the Geneva Conference to fix the age of Indian children for non-industrial occupations at 10 years and strongly recommends the immediate raising of the age to 12 years.

(3) "This Conference feels strongly the urgent need for the establishment of creches for the children of the labouring classes and it appeals to the public for ~~the~~ generous support of the same."

(In moving the above three resolutions, Mrs. Kitty Shiva Rao said that the Whitley Commission recommended that factories which, ~~the~~ though they did not use power, employed at least fifty people, should come under the regulation of a Factory Act, and that the Labour members of the Whitley Commission asked that that number should be reduced to 25. It was obvious, she continued, that with the growing Swadeshi movement, many small factories would spring up all over the country and that workmen would be exploited if there was no regulation or supervision. The fixing of the age of admission of Indian children to non-industrial occupations at ten years, as decided by the Geneva Conference, she felt, was unfair. In Europe the age-limit had been fixed at 14. Children in India at 14 were not as strong as children in Europe at that age and certainly therefore 14 was the limit they could accept. The sending of children to work at the age of ten would, for one thing, impair their health and secondly it would be very difficult later on to give them compulsory education. Last but ~~not~~ not least it also reduced the earning capacity of the individual.)

(4) "This Conference regards the institution of a scheme of maternity benefits as an essential need of the women workers in this country and urges that immediate steps should be taken to introduce legislation on proper lines."

Training in Reformatory Schools, Bombay Presidency, 1931-32.\*

The following facts regarding the training of youthful offenders in the Bombay Presidency are taken from the Reports of the Reformatory School, Yeravda, and the David Sassoon Industrial and Reformatory Institution, Matunga, for the year ending 31st March 1932.

Reformatory School, Yeravda. - At the commencement of the year there were 190 boys on the rolls of this School. During the year under report 76 boys were admitted into the school, one of them being an escaped juvenile who was re-arrested during the year. In all 64 boys left the school during the year under report. Thus at the end of the year there remained 202 boys (190+76-64) in the school. The average monthly number undergoing detention was 183 as against 197 of the previous year, and 163 of the year 1926-27. From the statement showing the after-career of boys discharged from the school during the previous three years, appended to the report, it is seen that, out of a total number of 123 boys, the number of untraceable boys is 34 and that of boys on whom reports have not been received is 18. Thus there were 52 boys about whom definite information could not be had. Of the remaining 71 boys, 10 are occupied in agriculture taught, 5 in trades taught, 20 in trades not taught, 11 with parents or relatives and 1<sup>1/2</sup> attending school, while 24 were reconvicted. The 195 boys who were in the school during the year<sup>under</sup> review were taught the different school industries as follows: - 41 were taught carpentry, 17 smith's work, 27 book-binding, 40 tailoring, 29 gardening, 39 agriculture, while 2 were not assigned to any trade as they had newly arrived in the school.

\* (1) Annual Report of the Reformatory School, Yeravda, for the year ending 31st March 1932. Bombay: Printed at the Government Central Press 1932 - Price. Anna 1 or 1d. - pp.15. (2) Annual Report of the David Sassoon Industrial and Reformatory Institution, Matunga, for the year 1931-32 Bombay: Printed at the Government Central Press 1932. Price. - Annas 2 or 3d. - pp. 21

David Sassoon Reformatory Institution, Matunga. - The number of admissions during the year under review was 112 as against 125, and the number of discharges 127 against 115 in the year previous. The large number of discharged boys includes those who were released before the completion of their various terms owing to their having been in the Institution long enough to enable them to earn their livelihood, and also in order to make room for others in view of the lack of accommodation. Out of 112 boys who were admitted during the year under review 62 per cent were committed for being destitutes, and had no crime to their record; 4 per cent <sup>were</sup> for committing minor offences, 14 per cent for major offences and 20 per cent for taking part in <sup>the</sup> Civil Disobedience Movement. Technical education provided during the year to the 127 discharged boys were: Carpentry (12 boys), Black-smith's work (9 boys), Fitters' work (12) Painting and polishing (14), Spinning (51), Cane weaving (12), Tailoring (8) and Motor mechanics work (9). Of the 444 boys who were discharged during the 4 years ending 31-3-1932, 37 were occupied in trades taught at the institution, 26 in business or trade not taught, 7 were in mental hospitals as invalids, 5 in other schools, 1 <sup>had</sup> gone to sea, 110 <sup>had</sup> left for their native places and 221 <sup>were</sup> sent to After-Care Homes.

✓ (The Report of the David Sassoon Industrial and Reformatory Institution, Matunga, during 1930-31 was reviewed at page 73 of the report of this Office for September 1931).

Maritime Affairs.Administration of the Bombay Port Trust, 1931-32\*.

The following information regarding the conditions of labour in the Bombay Port Trust is taken from the Administration Report of the Bombay Port Trust for the year 1931-32.

Income and Expenditure. - The actual receipt of revenue for the year amounted to Rs. 23.242 millions and the actual expenditure to Rs. 25.434 millions.

Import Trade. - The cargo handled at the docks and bunders amounted to 5,138,000 tons, a decrease of 722,000 tons as compared with the volume of the previous year. Imports accounted for about 55 per cent and exports 45 per cent of the total tonnage. The percentage decrease in tonnage was 12 per cent. Imports declined by 4.5 per cent and exports by 20 per cent. The most serious decreases in imports were recorded under sugar (87,000 tons), oils, vegetable, etc. (897,000 gallons), oilman-stores (142,000 packages) and packed kerosene oil (834,000 gallons).

Export Trade. - The exports declined from 2,910,000 tons during 1930-31 to 2,323,000 tons during the year under review. In the export trade there were large decreases in cotton (1,156,000 bales) manganese ore (178,000 tons), seeds (86,000 tons) and coal (79,000 tons). Increases in exports occurred under groundnuts (29,000 tons), piece-goods (77,000 bales and cases), packed kerosene oil (966,000 gallons) and petrol (25,000 gallons).

Vessels in Harbour. - Vessels which entered the docks or were berthed at the Harbour Walls (excluding ferry steamers) totalled 1,866 with an aggregate tonnage of 4,588,577 net register as against 1,970 vessels with a tonnage of 4,773,492 in the preceding year. The dry docks were occupied during the war by 137 vessels of gross tonnage of 507,722 as against 156 vessels with a tonnage of 517,788.

Total Staff. The total approximate number of staff employed during the year under review was 9,342, as compared with 9,671 during 1930-31 and 11,236 during 1929-30. Of these, 185 were permanent staff receiving salaries over Rs.300 per mensem; 670 clerical staff and 1,120 outdoor staff receiving salaries from Rs.50 to Rs.300 per mensem; 435 were permanent inferior staff on salaries under Rs.50 per mensem; 802 temporary staff getting between Rs.50 and Rs.300; 2,849 temporary staff getting below Rs.50 and 3,281 ~~staff~~ were daily paid workers.

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\* Bombay Port Trust. - Administration Report, 1931-32. - pp. XXXI + 55.

Housing Conditions. - 326 of the 1,975 permanent superior staff, 115 of the 435 permanent inferior staff and 3,061 of the 6,932 temporary staff were housed by the Port Trust during the year under review. This represents a total housing of 37.8 per cent of the total staff by the Port Trust as against 36.8 per cent during the previous year. In consequence of the curtailment in the Capital programme, no further expenditure was incurred during the year on staff housing.

Retrenchment in Staff Expenditure. - The Trustees revised the grade pay of senior appointments on the Schedule of Staff, applicable to all new appointments and promotions with effect from 1st April 1932. The revisions are expected to effect an eventual saving of about Rs. 300,000 per annum or about 15<sup>1</sup>/<sub>2</sub> per cent in the schedule cost of the senior staff. Inclusive of this measure, the retrenchments and economies effected by the Port Trust in regard to the permanent staff aggregate Rs. 1.45 millions since 1924-25, or about 26 per cent of the cost of the permanent staff. Over the same period, the cost of the temporary staff has been reduced by about Rs. 1.6 millions or over 40 per cent. As a measure of further retrenchment, the Board imposed an emergency cut of 5 per cent on the pay of their permanent and temporary employees, drawing over Rs.84 per mensem. The cut resulted in a saving of about Rs. 200,000 per annum.

Fires and Accidents in Docks. - There were 5 fires at the docks, wharves and sheds and on board vessels and craft while in the docks. None were serious or involved loss of life. The number of accidents to persons in the docks was 461, of which 13 were fatal, 55 serious and 393 slight. Of the fatal cases, 3 were caused by falling into holds or lighters, 4 by falling into dock ~~basins~~ basins, 1 by breakage of a sling, and 5 by other causes. One slight accident occurred to a vessel in the docks during the year. The Port Trust official concerned was exonerated from blame.

(The Report for the administration of the Bombay Port Trust during 1930-31 is reviewed at pages 84-85 of our October 1931 report).

Migration.Unemployment among Indians in S. Africa.

Reference was made at pages 74-75 of the report of this Office for September 1932 to the Labour Situation of Indians in Natal during 1931 and to the "white Labour" policy of the Pact Government. The situation during the current year was <sup>steadily</sup> growing worse and, according to recent press reports from Durban, is now assuming very serious proportions. The question came up for consideration at the last special session of the South African Indian Congress held ~~during~~ the year, when a resolution was adopted appealing to the Union Government to take into consideration the serious plight of unemployed Indians throughout the continent and requesting that subsidy be given for their benefit and relief works be opened so that, to some extent at least, the prevailing distress may be alleviated. Even when Sir Kurma Reddi was in South Africa, the Unemployment Committee inaugurated under his auspices started a Food Kitchen which has since been feeding about 200 persons daily. The number of unemployed would have been greater but ~~in~~ for the fact that the assisted emigration scheme which ~~was~~ a few weeks ago <sup>was</sup> supposed to have fallen into desuetude, is being availed of by indigent Indians because of the starvation which is facing them in South Africa. According to the Cape Town Agreement, the Union Government are responsible for the welfare of the domiciled population and it is their duty to afford every possible assistance to those who find themselves out of work. But, it is stated that, while subsidies are given and relief works are opened for 4,000 European unemployed, the Government have done nothing so far as the 5,000 and more Indians who are out of work are concerned. The policy of ousting Indians from every trade and occupation and replacing them by Europeans ~~is~~

inaugurated by the Government is reported as being extensively followed by private European firms, with the result that more and more Indians are being thrown out of employment.

A Congress deputation, it is reported, waited on the Indian Agent, Kunwar Maharaj Singh, and expressed their apprehensions at the closing of all avenues of employment to Indians and ~~and~~ requested him to protest to the Union Government against this policy. It is learnt that the Agent has cabled to the India Government on this matter, and that a deputation of Indians including ~~the Indian Agent~~ Kunwar Maharaj Singh, waited on the Durban Town Council on 17-10-32. The deputationists entered a vigorous protest against the White Labour policy adopted by the European employers and urged that there should not be any displacement of Indian employees by Europeans. They also requested that relief should be given to the unemployed Indians in the Durban area where Indians contributed more than half the revenue.

The Indian community are reported to <sup>be</sup> making efforts to relieve the distress <sup>due to</sup> of unemployment by feeding 300 persons daily, but the Town Council is ~~not~~ doing nothing in this direction, even though it is helping Europeans and Coloured Natives.

#### Plight of Returned Immigrants in India:

##### Calcutta Demonstration.

About 1000 repatriated Indians who have colonised at Matiabruz, a suburb of Calcutta, besieged the Office of the Protector of Immigrants at Calcutta on 19-10-1932, demanding Government help to return to the colonies from which they have been repatriated. It will be remembered

that the economic depression necessitated the repatriation of ~~of~~ large numbers of Indians from countries like Malaya, South ~~America~~ <sup>Africa</sup>, Trinidad, Demarara, and Jamaica where they have been employed. These immigrants, finding it impossible to get absorbed in their villages and homes, drifted back to Calcutta in the hope of finding their way back to the colonies from which they were repatriated. Nearly 1000 repatriates thus collected together at Calcutta and established a colony at Matiabruz, a suburb of Calcutta. ~~All~~ <sup>Most</sup> of them are reported to have spent all their savings and many of them are said to be starving. An effort has been made to find employment for these people but complaints have been made of their unreliability, and the men themselves have refused an offer from the State of Bijaigarh to find work for all. Their objection is the low rate of wages compared with their earnings in the Colonies. Apparently having become desperate, they decided to put their case before the Protector of Immigrants and yesterday they besieged his office by force, refusing to disperse unless their demand to be repatriated was granted. They were evidently under a misapprehension as to the powers and duties of the Protector, who explained the impossibility of acceding to their requests. Thereupon a few of the men resorted to violence and attacked some of the members of the staff of the Office. After restoring peace, the local Y.M.C.A. is reported to have made arrangements for affording relief to the more necessitous cases and to have approached the local Government for funds for this purpose.

The Hindu of 20-10-1932 makes the following editorial comments on the plight of the immigrants who have returned to India from different colonies where they were working till now:

"The only bond between these diverse elements is apparently



that they were unwanted in the British Colonies and Dominions from which they have come and are equally unwanted in the mother country which many of them saw for the first time a year or two ago, being colonial-born. Thanks to caste restrictions which they have violated and to the remarkable disparity between the standards of living obtaining in India and in these countries, they do not fit into the Indian scheme of life. This could have been easily foreseen if the Indian authorities, who are parties to the extensive repatriation schemes adopted in the Colonies and Dominions, had given ~~any~~ any thought to the matter. When inducements were being held out to them by the Governments of the countries of their adoption to go back to India, the Indian Government should, in fairness, have warned them of the hardship and disappointment that must be their portion if they went back to India. Having failed to do this, they should at least have made arrangements to see that these men and women, returning to a country in which they are really strangers, had help and guidance given them to enable them to strike roots here if possible. Such help as the Protector of Immigrants at the various ports is able to give the repatriates is necessarily inadequate. ~~As~~ Once they go up country the Department seems to lose sight of them. That, at any rate, was what happened in Calcutta. .... It seems hardly likely that people who are well nigh starving would refuse work because they cannot get the wages that they used to get in the Colonies. Be that as it may, there is nothing to show that a definite or persistent effort was made to find them work and to make conditions of life tolerable for them -- which was the least that the Government of India was bound to do for them in view of its meekly submissive attitude towards the policy of expulsion adopted by British Colonies and Dominions towards Indian nationals. Thanks to this policy and the world-wide economic depression, the problem must be even more acute in future and it is high time that the authorities tackled it in an intelligent and systematic way."

Transvaal Land Tenure Act: Commission of Enquiry Appointed.

Reference was made at page 77 of the report of this Office for September 1932 to the decision of the Union Government to appoint a Commission to enquire into individual titles of occupation of Asiatics in proclaimed lands in the Transvaal before any action is taken on the Land Tenure Act. It is now understood that the Commission has been appointed and that the personnel of the Commission includes Justice Feetham (Chairman), Judge President in Natal, Mr. Stuart, Registrar of Mining Titles, Johannesburg, Mr. Britten, Chief Magistrate, Johannesburg, (Secretary), Major Hartshorne, Asiatic Affairs, Immigration Department. Indian opinion is reported to be favourable as regards the personnel and that passive resistance is postponed pending the Commission's findings. The Government of India are closely watching the situation.