

022/1

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

REPORT FOR JULY 1936.

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

<u>Contents.</u>	<u>Pages.</u>
1. <u>References to the I. L. O.</u> ...	1 -12
2. <u>National Labour Legislation.</u>	
(a) <u>Besetting an industrial Establishment Prohibited: The U.P. Protection of Debtors Bill, 1936.</u>	13
(b) <u>Bidi Factories in Hyderabad State: Regulation re. application of Factories Act receives sanction.</u>	14
3. <u>Conditions of Labour.</u>	
(a) <u>Working of the Workmen's Compensation Act in C.P. and Berar, 1935.</u>	15-16
(b) <u>Working of the Workmen's Compensation Act in the Bombay Presidency, 1935.</u>	16-19
(c) <u>Working of the Workmen's Compensation Act in Burma, 1935.</u>	20-21
(d) <u>Whitley Commission Recommendations: Action taken by the Millowners' association, Bombay.</u>	22-25
(e) <u>Working Class Cost of Living Index Numbers for Various Centres in India for May 1936.</u>	26
(f) <u>Working of Tea Districts Emigrant Labour Act, 1933-34.</u>	27-28
(g) <u>Working Conditions in Ceylon: Report of the Controller of Labour, 1935.</u>	29-34
(h) <u>Textile workers in Ahmedabad: Employers contemplate wage reduction.</u>	34
(i) <u>Maternity Benefits in Bombay for 1935.</u>	35
4. <u>Enforcement of Conventions.</u>	
(a) <u>Working of the Hours of Employment Regulations on Indian Railways, 1935-36.</u>	36-39
(b) <u>Factory Administration in Bengal, 1935.</u>	40-44
(c) <u>Factory Administration in Bombay, 1935.</u>	44-46
5. <u>Industrial Organisation.</u>	
<u>Employers' Organisations.</u>	
<u>Small Industries Association, Bombay: First General Meeting, 4-7-1936.</u>	47-48
<u>Workers' Organisations.</u>	
(a) <u>12th Half-Yearly Meeting between A.I.R.F. and the Railway Board, Simla, 9 & 10-7-1936.</u>	49-52
(b) <u>Meeting of Council of A.I.R.F.: Threat of General Strike to protest against retrenchment.</u>	52-53
(c) <u>Trade Union Movement in Madras, 1934-35.</u>	53-54
(d) <u>Progress of Trade Unionism in India, 1934-35.</u>	54-57
(e) <u>Bombay Trade Unions and Elections under New Constitution: Certificate refused to G.K. Union.</u>	57-58

6. Economic Conditions.
Control of Coal Mining Methods: Government of India invite Views of Provincial Governments. 59
7. Employment and Unemployment.
(a) Problem of Unemployment in India: Resolution to be moved in the Legislative Assembly. 60
(b) Combating Unemployment: A New Organisation formed in U.P. 61
(c) Middle-class unemployment in C.P.: Resolution adopted by Legislative Council. 62-63
(d) Educated Unemployed in the Punjab: Government to start Unemployment Bureau. 63-64
8. Co-operation.
(a) Progress of Co-operative Movement in Burma, 1934-35. 65-66
(b) Enquiry into Co-operative Movement in Mysore: Report of Committee. 67-69
9. Agriculture.
The Central Provinces Debt Conciliation (Amendment) Bill, 1936. 70
10. Maritime Affairs.
(a) Problems of Seamen: Views of Bombay Chamber of Commerce on Report of the Preparatory Maritime Meeting, 1935. 71-73
(b) Raising of Minimum Age for Admission of Children to Employment at Sea to 15: Views of Bombay Chamber of Commerce. 73
11. Migration.
Disabilities of Indians Overseas: Committee to Suggest Retaliatory Measures Urged by Assembly Resolution. 74-75
12. General.
Bombay Provincial Liberal Conference: Resolutions re. Social and Economic Programme of Party. 76-77.
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References to the I. L. O.

The Report of the Committee of the Bengal Chamber of Commerce for 1935 (Vol.I), the Report of the Indian Jute Mills Association for 1935 and the Report of the Millowners' Association, Bombay, for 1935, publish their recommendations regarding the nomination of the Indian employers' delegation to the 20th I.L.Conference.

* * *

The July 1936 issue of the Journal of the Indian Merchants' Chamber, Bombay, publishes the summary of a communique issued by this Office on 4-6-1936 on the opening of the 20th I.L.Conference.

* * *

The Bombay Chronicle dated 19-7-36 publishes a picture of the 20th I.L.Conference in session.

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The Hindu dated 12-7-1936 publishes another picture of the 20th I.L.Conference in session.

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The Statesman dated 3-7-1936 publishes a group photograph of the Indian delegation to the 20th I.L.Conference.

* * *

A photograph of some members of the Indian delegation to the 20th I.L.Conference was published by the following: The Hindu dated 4-7-36, the Illustrated Weekly of India dated 12-7-36 and the National Call dated 20-7-1936.

* * *

The Bombay Chronicle dated 1-7-1936 publishes the usual weekly article contributed to the paper by this Office. The article is based on the chapter dealing with social insurance in 1935, in the Director's Report to the last I.L.Conference.

The same article is also published in the July 1936 issue of the "Insurance World", Calcutta.

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The Mirasdar, dated 29-6-1936 reproduces the note on the Director's Report published in the May 1936 issue of the Monthly Summary of the I.L.O.

* * *

The July 1936 issue of the Indian Review publishes a short note bringing out the salient features of the Director's Report to the last I, L. Conference.

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A communique re. the speech of Sir E.N.Mitra in the course of the debate on the Director's Report (issued by this Office on 24-6-1936) is published by the following: The Hindu dated 29-6-1936, the Leader dated 5-7-1936 and the Bombay Chronicle dated 6-7-1936.

* * *

The Amrita Bazar Patrika dated 15-7-1936 publishes a letter dated 2-7-1936 from its Geneva correspondent, giving the full text of Sir B.N.Mitra's speech in the course of the debate on the Director's Report to the 20th I.L.Conference.

* * *

The Hindu dated 29-6-1936 publishes an editorial note on the above speech. The note criticises Sir Bhupendra's remarks condemning bilateral trade agreements. The note also refers to his plea for employment of more Indians on the staff of the I.L.O. and says:

"In his plea for the appointment of a larger number of Indians on the staff of the I.L.O., however, Sir Bhupendranath has the backing of the entire Indian public. India has been one of the major contributors to the finances of the League —and one of the regular payers. (Not a small matter, when the number of defaulters is on the increase). Her claims for better representation are legitimate and deserve better consideration than they have received so far."

* * *

The Leader dated 13-7-1936 publishes an editorial article under the heading "A Propagandist Speech" commenting on the speech of Sir B.N.Mitra referred to above. The article strongly criticises his reference to "adequate government measures for alleviating famine conditions" and states that Sir Bhupendra's own Province — Bengal — is experiencing a serious ^afamine at the present time. The article characterises the speech as ^apropagandist one, and says that on several points it is not based on facts.

* * *

The National Call dated 11-7-1936 publishes an editorial article criticising the remarks of Sir B.N.Mitra on "Planning" in India, made in the course of the speech on the Director's Report.

* * *

A communique re. the speech of Mr. R.W.Fulay in the course of the debate on the Director's Report (issued by this Office on 3-7-36) is published in the following: the Hindustan Times dated 4-7-1936, the Leader and the Hindu dated 9-7-1936 and the Indian Labour Journal dated 12-7-1936.

* * *

The National Call dated 10-7-1936 publishes a short editorial note commenting favourably on Mr. Fulay's ^{paper}speech urging the holding of an Asiatic Labour Conference. The strongly supports the plea for the holding of such a Conference at an early date.

* * *

A communique re. the reply of Mr. H.B.Butler to the debate on

his Report (issued by this Office on 26-6-1936) is published by the following: the Hindu dated 30-6-1936 and the Indian Labour Journal dated 5-7-1936.

* * *

The July 1936 issue of the Journal of the Indian Merchants' Chamber, Bombay, publishes an editorial article reviewing the Director's Report to the 20th I.L.Conference. The article pays a compliment to the work of the I.L.O. (The article is based on a communique on the Director's reply to the debate on his report, issued by this Office on 26-6-36).

* * *

The Report of the Indian Jute Mills Association for 1935 publishes at pages 62 and 307-313 the correspondence between this Office and the Bengal Chamber of Commerce on the question of supplying information for the I.L.O. report on reduction of hours of work in the textile industry.

* * *

A communique re. the Grey-Blue Report on Reduction of Hours in the Textile Industry (issued by this Office on 19-5-36) is published ⁱⁿ by the May 1936 issue of the Insurance and Finance Review, Calcutta.

* * *

A communique re. the speech of Mr. R.W.Fulay at the 20th session of I.L.Conference on the 40-hour week for the textile industry (issued by this Office on 17-6-1936) is published by the following: the Leader dated 3-7-1936, "Commerce and Industry" dated 7-7-1936 and the July 1936 issue of the Indian Textile Journal, Bombay.

* * *

A communique re. the speech of Sir Homi Mehta at the 20th session of the I.L.Conference on the 40-hour week for the textile industry (issued by this Office on 16-6-36) is published by the following: "Federated India" dated 8-7-1936, the June 1936 issue of "Insurance and Finance Review", Calcutta, and the July 1936 issue of the Indian Teextile Journal, Bombay.

* * *

"Kaukab-i-Hind", Lucknow, dated 3-7-1936 publishes an Urdu communique issued by this Office on 17-6-1936 summarising the speeches of Sir H.M.Mehta and Mr. R.W.Fulay on the proposal for a 40-hour week for the textile industry. The communique is published in Roman script.

* * *

The June 1936 issue of "Labour", Calcutta, publishes a short editorial note under the heading: "Workers' Dream". The note comments on the proposal for a 40-hour week in certain industries and warmly endorses the proposal.

* * *

The Bombay Chronicle dated 15-7-1936 reproduces a note published in the Bulletin of the I.F.T.U. under the heading "International Labour Conference: Employers' Attack on 40-Hour Week." The note is contributed by Mr. W. Schevenels.

* * *

"Federated India", Madras, dated 22-7-1936 publishes a communique issued by this Office on 12-5-1936 on the Blue Report on Reduction of Hours of Work in Public Works.

* * *

The Report of the Committee of the Bengal Chamber of Commerce for the year 1935 (Vol.I) publishes at pages 99-101 the views of the Chamber on the question of holidays with pay. The Chamber expressed the view that legislation on the subject is neither practicable nor desirable.

* * *

The Report of the Indian Jute Mills Association for 1935 publishes the presidential speech of Mr. H.B. Burn, Chairman of the Association, at the annual general meeting held on 31-1-1936; in the course of his speech Mr. Burn referred to the Geneva proposals regarding holidays with pay and said that the Committee of the Association expressed itself against the adoption of any national legislation on the subject.

* * *

The same Report as above publishes at pages 56-58 a summary of a circular letter sent out by the Government of India to industrial bodies for eliciting their views on the question of holidays with pay.

* * *

The Report of the Millowners' Association, Bombay, for the year 1935 publishes the views of the Association on the question of holidays with pay. The Association expressed itself against the adoption of the proposal for a paid holiday.

* * *

A communique re the speech of Mr. Chelvapathy Chetty on the proposal for holidays with pay (issued by this Office on 30-6-1936) is published by the following: the Indian Labour Journal, dated 5-7-36 and the Bombay Chronicle dated 8-7-1936.

* * *

The Hindu dated 1-7-1936 publishes the summary of the above speech, sent to it by its Geneva correspondent.

* * *

The Hindu dated 3-7-1936 publishes a letter from the Geneva correspondent of the paper giving extracts from the speech delivered by Mr. R.W.Fulay in moving his resolution on the question of "dumping".

* * *

A communique re. the speech of Mr. R.W.Fulay in moving his resolution on "Dumping", (issued by this Office on 5-7-36) is published by the following: The Hindustan Times dated 5-7-1936, "Commerce and Industry" and the National Call dated 7-7-1936 and the Bombay Chronicle and the Indian Labour Journal dated 12-7-1936.

* * *

The Times of India dated 30-6-1936 publishes an editorial note on the above subject. The note expresses approval of the resolution moved by Mr. Fulay.

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**of 4th July 1936.*

7 The Malabar Advocate, Travancore, reproduces the above editorial note.

* * *

The Hindu dated 4-7-1936 publishes a news item giving details regarding the amendment moved by Mr. Chelvapathy Chetty to Clause I of Article 22 of the Draft Convention re. Regulation of certain special systems of recruiting workers, at the meeting of the Committee on the subject.

* * *

The Hindu dated 4-7-1936 publishes an editorial note on the above. The note supports the amendment moved by Mr. Chetty and regrets the action of the Chairman of the Committee in ruling the amendment out of order.

* * *

The Indian Labour Journal, Nagpur, dated 12-7-1936 publishes a short note on the complaint preferred by the Indian workers' delegate before the Conventions Committee of the last I.L.Conference re. the unsatisfactory manner in which the Washington Hours' Convention is being implemented by India as regards hours of work in railways.

* * *

A communique re. the work accomplished by the 20th I.L.Conference (issued by this Office on 13-7-1936) is published by the following: the Hindustan Times dated 14-7-1936 and the Bombay Chronicle dated 22-7-1936.

* * *

The Amrita Bazar Patrika dated 26-7-1936 publishes a letter dated 19-7-1936 from Montreux from the paper's Swiss correspondent in the course of which the results of the 20th I.L.Conference are reviewed. The letter expresses dissatisfaction at the non-adoption of the 40-hour Conventions.

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The Hindustan Times dated 20-7-1936 and the Leader dated 21-7-1936 publish a picture of Messrs. Fulay and Chelvapathy Chetty taken on their arrival at Bombay after attending the 20th I.L. Conference.

* * *

The Times of India dated 18-7-1936 publishes interviews given by Messrs. Fulay and Chelvapathy Chetty to the Times of India regarding the work of the 20th I.L.Conference. Mr. Fulay expressed disappointment at the results of the Conference due to the non-adoption by it of the majority of the 40-hour week conventions considered by it. The following views are extracted from the report of the interview:

"We were greatly disappointed to find that after three weeks' deliberations, discussions and negotiations in the various committees set up to consider the question of the 40-hour week in various industries including textiles and other subjects such as holidays with pay, only two conventions, one relating to a 40-hour week in public works, and the other relating to holidays with pay, were passed with the requisite two-thirds majority. The other conventions were all defeated. Although the question of reduction of hours of work in the textile industry is on the agenda for next year for final decision, it may be taken as a certainty that this convention will also be defeated at the next session."

"It would be in the fitness of things if members of the Central Legislature took up the question of convening the Asiatic Labour Conference by securing the active co-operation of the Indian Government for such a regional conference, followed by the establishment of a committee of employers, workers and Government representatives of the various Asiatic countries to work out some plan of industrial production and exchange of goods".

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The Hindustan Times dated 21-7-1936 publishes the report of an interview granted by Mr. Fulay to the representative of the Hindustan Times. The views were the same as those expressed in the interview given to the Times of India.

* * *

The Hindu dated 19-7-1936 publishes an 'interview' given to a representative of the paper by Mr. G.Chelvapathy Chetty on the result of the 20th I.L.Conference.

* * *

The Hindu dated 20-7-1936 publishes a picture of a reception accorded to Mr. Chelvapathy Chetty at the ^{Central} Madras Railway Station, ^{Madras,} on his return from Geneva.

* * *
 The Bombay Chronicle dated 24-7-1936 ^{publishes the report} of an interview given by Mr. Chelvapathy Chetty on the results of the 20th I.L.Conference. He expressed disappointment at the results of the Conference and at the increasing reluctance of the Government of India to ratify I.L.Conventions.

* * *
 An article re. entry of Egypt into the I.L.O.(contributed by this Office on 13-7-1936) is published by the Indian Labour Journal dated 19-7-1936 and the Bombay Chronicle dated 22-7-1936.

* * *
 A communique re. the 75th session of the Governing Body (issued by this Office on 5-5-1936) is published ⁱⁿ by the May 1936 issue of the Insurance and Finance Review, Calcutta.

* * *
 A communique re. the 76th session of the Governing Body of the I.L.O. (issued by this Office on 11-6-1936) is published in the June 1936 issue of the Labour Gazette, Bombay.

* * *
 The Hindu dated 2-7-1936 publishes a news item to the effect that Mr. N.M.Joshi will be attending the forthcoming meeting of the Governing Body of the I.L.O.

* * *
 The Report of the Millowners' Association, Bombay, for the year 1935, publishes the recommendations of the Association regarding the personnel of the Indian Employers' Delegation to the Maritime Technical Tripartite Meeting of 1935.

* * *
 The Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during April and May 1936 publishes the views of the Chamber on the report of the Preparatory Maritime Meeting held in 1935.

* * *
 A communique re. ^{the} agenda and date of the ~~the~~ Second Maritime session of the I.L.Conference to be held in October 1936 (issued by the Government of India on 10-7-1936) is published by the following: The Hindustan Times dated 11-7-1936, the Hindu dated 10-7-1936, the Bombay Chronicle dated 12-7-1936 and the Times of India dated 13-7-36.

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The June 1936 issue of the Labour Gazette, Bombay, publishes the items on the agenda and the date of the forthcoming Maritime Sessions of the I.L.Conference.

* * *

The Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during June 1936 publishes a note on the items on the agenda of the forthcoming Maritime Session of the I.L.Conference. The Association has recommended the nomination of Mr. M.A.Master as Indian employers' delegate to the Conference.

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The July 1936 issue of the Journal of the Indian Merchants' Chamber, Bombay, publishes a note summarising the recommendations of the Chamber regarding the personnel of the Indian Employers' delegation to the forthcoming Maritime Session of the I.L.Conference--

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The Hindustan Times dated 12-7-1936, the Bombay Chronicle and the Amrita Bazar Patrika dated 13-7-1936, the Hindu dated 14-7-1936 and the Times of India dated 16-7-1936 publish a news item to the effect that the Southern India Chamber of Commerce has recommended Mr. M.A. Master, for nomination as Indian employers' delegate to the Maritime session of 1936.

* * *

The Hindustan Times dated 27-7-1936 and the National Call dated 30-7-1936 publish a news item about the recommendations of the Burma Indian Chamber of Commerce regarding the nomination of the Indian Employers' delegation to the 21st (Maritime) Conference. The Chamber has recommended Mr. M.A.Master and Mr. D.S.Erulkar for nomination as employers' delegate and adviser respectively.

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The Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during April and May 1936 publish the views of the Chamber on the question of raising the minimum age for employment at sea.

* * *

The July 1936 issue of the Hindustan Review, Patna, publishes a long and appreciative review of the I.L.O. Year-Book, 1934-35.

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The Bombay Chronicle dated 5-7-1936 publishes an appreciative review of Mr. E.J.Phelan's book: "Yes and Albert Thomas".

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The June 1936 issue of "India and the World", Calcutta, publishes an appreciative review of the I.L.O. publication: "Recreation and Education."

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The May 1936 issue of the New Review, Calcutta, publishes an appreciative review of the I.L.O. publication: "Children and Young Persons under Labour Law". The same cutting includes reviews of "Trade Unionism and Labour Disputes in India" and "The Factories Act" (with Notes and Comments) in the course of which references are made to the I.L.O.

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A communique on the world unemployment figures for the 2nd quarter of 1936 (issued by this Office on 25-7-1936) is published by the following: the Hindustan Times dated 26-7-1936, the Statesman dated 27-7-1936, and the Times of India and "Commerce and Industry" dated 28-7-1936.

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The National Call dated 29-7-1936 publishes a short editorial note on the above. The I.L.O. is warmly complimented for collecting the statistics and dissatisfaction is expressed at the Government of India for not making any efforts so far to collect unemployment statistics for India.

* * *

The June 1936 issue of the Bulletin of the National Council of Women in India, Calcutta, publishes a short editorial note on the meeting of the Committee of Representatives of the International Students' Organisations at Geneva in April last. Reference is made to the suggestion made by the Committee to the I.L.O. to set up an international centre of information to facilitate the educated unemployed finding employment. The note states that this is a move in the right direction and emphasises the point that the I.L.O. should try to find out openings outside India for the educated unemployed of India.

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The National Call dated 15-7-1936 publishes an editorial article under the heading "Our Railway Mandarins" on the recent proposals for staff retrenchment in State-owned Railways in India. In the course of the article reference is made to the unsatisfactory manner in which the I.L. Convention re. Hours of work has been implemented by Indian railways.

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The Amrita Bazar Patrika dated 30-6-36 publishes a short editorial note on the promulgation of legislation in France regarding holidays with pay, hours of work, etc. The note congratulates

French workers on their victory and draws the attention of Indian workers to the potency of the general strike as a means to secure better conditions of work.

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The Bombay Chronicle dated 1-7-1936 publishes a news item from Pondicherry regarding the application of certain French labour laws in ^{French} India.

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The Hindustan Times dated 3-7-1936, the Indian Labour Journal dated 5-7-1936 and the Bombay Chronicle dated 12-7-1936, publish an article under the caption "France's Labour Laws: Decision to apply them to French India". The article refers to the complaint~~x~~ made to the I.L.O. regarding the non-application in French India of I.L. Conventions ratified by France, and shows how the complaint to the I.L.O. has borne fruit. The article was contributed by this Office and was published anonymously.

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The Times of India dated 8-7-1936 publishes a news item from Brussels, received by air mail, relating to the announcement by the Belgian Government of the introduction of a 40-hour week, holidays with pay, etc. in Belgium.

* * *

The June 1936 issue of "India and the World", Calcutta, publishes an article on "The Economic Features of the Post-War World", contributed by the Director of this Office. In the course of the article, references are made to the work of the I.L.O. towards effecting a world-wide improvement of economic conditions.

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The Indian Labour Journal, Nagpur, dated 5-7-1936 publishes an article under the caption "Social Insurance in India" contributed by this Office on 15-4-1936 and published anonymously.

* * *

The June 1936 issue of the Bulletin of the National Council of Women in India, Calcutta, publishes an article under the caption: "The Status of Women" contributed by Dr. Girod. The article deals with the efforts of the League of Nations to raise the status of women and numerous references are made to the interest of the I.L.O. in the question as it affects women workers.

* * *

The Times of India dated 2-7-1936 publishes the report of a

joint meeting of the European and Indian Progressive Groups at Bombay on 30-6-36 at which the League of Nations was the principal topic for discussion. The chief speakers were Messrs. Jamnadas M. Mehta and Mr. R.H.Parker. In the course of their speeches, references were made to the beneficent influence of the I.L.O. in improving conditions of labour of workers the world over.

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The Hindustan Times dated 26-7-1936 publishes a news item from London, sent by air mail, summarising a speech delivered by Mr. Sodhbans at a luncheon given by the Master Cotton Spinners, Manchester. A casual reference is made in the news item to the I.L.O.

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The Statesman dated 1-7-1936 publishes a short editorial note on the retirement of Sir B.A.Mitra. Reference is made to Sir Bhupendra's services to India at Geneva.

* * *

Financial News, Bombay, dated 4-7-1936 publishes a note under the heading "The Social Activities of the League", dealing with the researches in the field of nutrition conducted by the League. Prominent mention is made of the collaboration of the I.L.O. with the League in this ^{sphere of} research work.

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The Hindustan Times dated 2-7-1936 publishes a note received from Geneva by air mail describing the International Summer Courses organised by the International Federation of League of Nations Societies, the Institute of International Studies and the Institute of International Relations.

* * *

The June 1936 issue of the Labour Gazette, Bombay, reproduces from the May 1936 issue of the Ministry of Labour Gazette, the Report of the British Ministry of Labour for 1935. The Report contains references to the relationships between the Ministry and the I.L.O. during 1935.

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The June 1936 issue of the Labour Gazette, Bombay, reproduces a note from Industrial and Labour Information dated 4-5-1936 *on entitled:* "National Labour Office in Venezuela".

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The Leader dated 23-7-1936 publishes a short editorial note in which a casual reference is made to the I.L.O.

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No Indian newspapers and periodicals received during the month in this Office, published items from the I.L.O. News Bulletin.

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The following messages having references to the I.L.O. and emanating from Reuter or other European news agencies and press correspondents were published in the Indian Press during July 1956:-

1. A 'Geneva Letter' from the Geneva correspondent of the Hindu re. Mr. Fulay's speech on "Dumping".
2. A 'Geneva Letter' from the Geneva correspondent of the Hindu re. Mr. Chelvapathy Chetty's speech on Holidays with Pay.
3. A news item received by air mail from Geneva re. International Summer Courses organised by the International Federation of League of Nations Societies.
4. A news item received by air mail from Brussels by the Times of India re. labour laws relating to 40-hour week, holidays with pay etc. adopted in Belgium.
5. A Letter from Montreux from the Swiss correspondent of the Amrita Bazar Patrika re. the results of the 20th I.L. Conference.
6. A news item ^{sent} from London by air mail to the Hindostan Times re. the speech of Mr. Sodhbans at a lunch given by the Master Cotton Spinners, Manchester.

National Labour Legislation.

Besetting an Industrial Establishment Prohibited:

The C.P. Protection of Debtors Bill, 1936. †

A Bill to provide for the protection of debtors from molestation and intimidation by creditors is proposed to be introduced in the next session of the Central Provinces Legislative Council (vide pages 249-250 of Part II of the C.P. Gazette dated 10-7-1936). The Statement of Objects and Reasons attached to the Bill states that it is desirable to protect debtors from money-lenders and their hirelings, who rely upon the threat of violence rather than the processes of law. The Royal Commission on Labour had recommended that the besetting of an industrial establishment for the recovery of debts should be made a criminal and cognizable offence. The Bill goes further and seeks to combat the evil not only of besetting but also to protect all persons indebted to money-lenders from molestation and intimidation. According to the Bill a person "who with intent to ~~and~~ cause another person to abstain from doing or to do any act which he has a right to do or to abstain from doing-

- (a) obstructs, or uses violence to, or intimidates, such other person, or
- (b) persistently follows such other person from place to place or interferes with any property owned or used by him or deprives him of or hinders him in the use thereof, or
- (c) loiters or does any similar act at or near a house or other place where such other person resides, or works, or carries on business, or happens to be,

shall be deemed to molest such other person:

Provided that a person who attends at or near such house or place in order merely to obtain or communicate information shall not be deemed to molest." †

4

Children in Bidi Factories in Hyderabad State:

Regulation re. application of Factories Act receives Sanction.

Reference was made at pages 49-50 of our May 1936 report to the decision of the Government of Hyderabad State to declare Bidi factories in which not less than 20 persons are simultaneously employed on any one day in the year as a "factory" within the meaning of the Hyderabad Fact ries Act, 1337 Fasli (1928). According to a Notification issued on 1-8-1936, (a copy of which has been forwarded to Geneva ^{Evide our minute A8/893/36 dated 6-8-1936}), the draft regulation has now received the sanction of H. E. the President and has, therefore come into force.

(From a copy of the Notification dated
1-8-1936 forwarded to this Office)

Conditions of Labour.

Working of the Workmen's Compensation Act in C. P.

and Berar, 1935.* +

Award of Compensation under Section 10.- The year opened with 19 pending applications, 13 of which related to fatal accidents and 6 to permanent disablement. During the year 38 applications were filed of which 22 related to fatal accidents, 15 to permanent disablement and one to temporary disablement. Two were received by transfer from the Commissioner under the Workmen's Compensation Act, Bombay. Seven were dismissed for non-appearance, 7 were admitted by the opposite party, 11 were allowed in full or in part after contest and 9 dismissed after contest. 25 applications were pending at the close of the year.

Deposits under Section 8.- 9 proceedings were pending from the previous year and 31 were filed during the year under report. 34 were ~~filed during the year under report~~ disposed of and 6 remained pending. One application for deposit under section 8(2) was filed and disposed of during the year.

Employers' Returns under Section 16.- According to the annual returns furnished by the employers, there were 392 cases of accidents for which compensation was paid during the year. Of these, 31 resulted in death, 46 in permanent disablement and 315 in temporary disablement and 315 in temporary disablement. The compensation paid was Rs. 10,605-0-0 for fatal accidents, Rs. 8,733-12-7 for cases of permanent disablement and Rs. 3,463-13-11 for cases of temporary disablement. No minors were involved in accidents and no cases of

* Report on the Administration of the Workmen's Compensation Act (VIII of 1923) in the C.P. and Berar during the calendar year 1935.- Nagpur: Government Printing, C.P.1936.-Price Annas ten. -pp-9

occupational diseases were reported.

It is remarked that the working of the Act is, on the whole satisfactory, that that returns are not received punctually from the owners of factories and mines and are still incomplete. Ten returns were received from Insurance Companies on behalf of their clients.

(The working of the Workmen's Compensation Act in the C.P. and Berar during 1934 is reviewed at pages 24-25 of our August 1935 report). †

Working of Workmen's Compensation Act in the
Bombay Presidency, 1935. †

Amendments in the Act and Rules.- The only amendment in the Act during the year was the addition to Schedule II, of persons employed, otherwise than in a clerical capacity in the occupations of (a) the felling or logging of trees, (b) the transport of timber by inland waters, (c) the control or extinguishing of forest fires and (d) elephant catching operations.

The Workmen's Compensation (Transfer of Money) Rules which had been under consideration were finally published during the year. They are called the Workmen's Compensation (Transfer of Money) Rules, 1935. These Rules prescribe the procedure for the transfer to any part of His Majesty's Dominions or to any other country, of money deposited with a Commissioner under the Act, for the benefit of any person residing or about to reside in such part or country and vice versa.

Proceedings before Commissioners.- The number of cases

pending at the beginning of the year under report was 58 and those received during the year numbered 412, an increase of 110. The total number of cases dealt with during the year was thus 470 of which 238 were cases of award, 43 were miscellaneous proceedings and 189 voluntary deposits. Of the 238 cases of award, 78 were in respect of fatal accidents, 105 of permanent disablement and 55 of temporary disablement. Of the 189 deposits, 144 were for fatal accidents and 45 for non-fatal accidents of which 10 were in respect of accidents to women and minor workmen and the rest to other workers. Of these 45 deposits 41 were in respect of permanent disablement and 4 of temporary disablement. It will thus be seen that the total number of cases in respect of fatal accidents, permanent disablement and temporary disablement dealt with in this return come to 222, 146 and 59 respectively excluding the 43 miscellaneous applications.

Of the 238 cases of award, 3 were transferred to other Commissioners, for disposal, one was withdrawn and three summarily dismissed before issuing notices to the other side. In the remaining 231, a prima facie case having been made out, notices were issued to other parties. In 43 of these 231 cases, liability was admitted while the remaining 188 were contested. In 46 of these, compensation was allowed in full; in 82 in part; and 24 were dismissed leaving a balance of 36 to be disposed of at the end of the year. The total number of cases disposed of during the year was 413 as against 295 last year and 296 in 1933.

Cases of Agreements.- In all, 409 agreements came before the Commissioners for registration of which 30 were pending from last year and 379 were received during the year. Of these 409, 399 were

in respect of permanent disablement and ten of temporary disablement, there being no agreement tendered for commutation of half-monthly payments. The total number of agreements disposed of during the year was 380, of which 366 were registered without any modification and 12 were registered after some modification. Registration was refused in two cases and the remaining 29 were pending at the end of the year. The total compensation paid in the 378 agreements that were registered was Rs. 87,738 as against Rs. 74,677 last year when the agreements registered numbered 336.

Wage Classes of Workmen.- The form of this return has been revised and a separate column provided for showing the cases of women. The cases of minors have been deleted from this return. The total number of persons getting compensation was 291, of which 273 were men and 18 women. Of these 291 cases, 123 were cases of fatal accidents, 118 of permanent disablement and the remaining 50 of temporary disablement. The wage classes most numerous represented this year were Rs. 21 and Rs. 40 with Rs. 30 as the next group as against Rs. 20 and Rs. 40 respectively last year.

Returns from Employers.- Out of 2,112 employers in the Presidency who are expected to submit returns under the Act, 1,696 submitted returns. Of the 1,696 returns received during the year, 1245 did not report a single accident. Insurance companies submitted returns on behalf of 61 employers. The average number of workers employed daily was 413,726 adults and 2845 minors. The total number of accidents reported was 4,095, in 2 of which the injured workmen were minors in whose case the disablement was temporary. Of the remaining 4,093, 46 were fatal accidents, 293 resulted in

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permanent disablement and 3754 in temporary disablement. The total compensation paid was Rs. 166,905-11-2 of which Rs. 38,679-14-0 were paid in respect of fatal accidents, Rs. 74,559-10-10 in respect of permanent disablement and Rs. 53,666-2-4 for temporary disablement.

Industrial Diseases.- The only case of industrial disease reported during the year concerned a diver employed on the construction of a bridge. The disease was 'compressed air illness or its sequelae' as a result of which the man suffered from Aphasia (loss of speech) increasing deafness and general weakness. He was compensated on the basis of permanent total disability.

General Remarks.- The Act worked smoothly during the year greatly helped by the assistance received from the Insurance Companies who represented the employers in about 50 per cent of the cases. No Trade Union except the Textile Labour Association, Ahmedabad, took any part in settling claims on behalf of workmen. That Union during the year settled 184 cases of which seven related to fatal accidents, 65 to permanent disablement and the remaining 112 to temporary disablement. The Union was successful in settling 92 compensation claims by correspondence with employers or their Insurers.

(Taken from a summary of the Report published in the June 1936 issue of the Labour Gazette, Bombay). +

20

Working of the Workmen's Compensation Act

in Burma, 1935.*

Legal Changes.- An addition was made to Schedule II of the Workmen's Compensation Act so as to include persons employed, otherwise than in a clerical capacity, in the occupations of (a) felling or logging of trees, (b) transport of timber by inland waters, (c) control or extinguishing of forest fires, and (d) elephant-catching operations among workmen to whom the Act applied. The question of extending this addition, as well as the other amendments of the Act, to the Federated Shan States is being considered by the Local Government at the instance of the Government of India.

Rules under section 35 of the Act, called the Workmen's Compensation (Transfer of Money) Rules, 1935, were made by the Government of India.

Number of Workers and Compensation Paid.- During the year under review, the total average number of adult workers employed per day in Burmese factories coming under the operation of the Act was 138,761 as against 120,653 in the previous year. Altogether 1,366 returns were received of which 58 were from establishments which did no work in 1935 and 11 were from establishments which are not required by the Government of India's notification to submit returns; thus there were strictly 1,297 returns from establishments required to report. Of these 2 belonged to railways, 960 to factories, 221 to mines, 2 to tramways, 1 to Port Commission, to to fire brigades, 24 to oil-
extracting
~~winning~~ establishments, 8 to rubber estates, 60 to establishments

* Report on the working of the Workmen's Compensation Act, 1923, in Burma for the year 1935.-Rangoon: Supdt., Govt. Printing and Stationery, Burma -1936. -Price Rs. 1-8 or 2s.3d.

(other factories) for generation etc. of electricity and 17 to establishments for production, etc. of cinematograph pictures. Only 118 of the 1,297 returns showed any payment of compensation. Compensation paid in 1935 amounted to Rs. 91,122, the corresponding amount for 1934 being Rs. 51,776. The number of casualties was 2,153 made up of 40 deaths, 95 cases of permanent disablement and 2,018 cases of temporary disablement; for the previous year the corresponding figures were 1,129, 30,775 and 1,024, the number of cases of temporary disablement in 1935 being almost double the number in 1934. The average cost of compensation per workman employed rose from Rs. 0.43 to Rs. 0.66, while the cost of compensation per person killed or injured fell from Rs. 46 to Rs. 42. Casualties were at the rate of one per 64 workmen instead of one per 107 ^{of 1934} (or 155 [^] instead of 94 per 10,000).

Workmen's Compensation Commissioners.- With effect from the 1st January 1935, the District Magistrates of the Hanthawaddy and Insein Districts were appointed Commissioners for Workmen's Compensation for their respective districts, and the Assistant Labour Commissioner continued to be Commissioner for the Rangoon District only. There were no other changes in the list of Commissioners in Burma (including the Federated Shan States), and the number of Commissioners at the end of the year was 51, i.e., 39 in Burma proper and 12 in the Federated Shan States, as against 49 at the end of the preceding year.

Applications before Commissioners.- The total number of proceedings filed increased from 121 in 1934 to 151 in 1935.

(The Working of the workmen's Compensation Act in Burma during the year 1934 is reviewed at pages 47-49 of our July 1935 report). +

22

Whitley Commission Recommendations: Action
taken by the Millowners' Association, Bombay. *

In the Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during June 1936, is published a statement submitted to the Government of Bombay by the Association, setting forth the action taken by it to implement the various recommendations made by the Royal Commission on Labour in India. This year's statement supplements the information on the subject submitted in June 1935 (vide pages 51-53 of our July 1935 report). The Committee at the outset expressed the hope that Government would appreciate the fact that, in the existing condition of the Cotton Mill Industry of this country, and particularly that section of it which is located in the City and Island of Bombay, progress in the direction of welfare measures of the nature suggested by the Commission was bound to be somewhat slow.

The following is a summary of the action taken by the Association on various recommendations of the Whitley Commission:

Jobbers and Engagement and Dismissal of Labour.- The policy outlined in the previous report had been continued during the current year. Each complaint of irregular dismissal was investigated personally by the Association's Labour Officer, and whenever found to be genuine, steps were taken to set matters right. The net result had been that workers were beginning to realise that the Jobber could not dismiss a workman, and that a dismissal should be authorised by the Head of the Department and a proper discharge pass given.

As regards the engagement of labour, considerable progress had been made during the year in curtailing Jobbers' powers. Since the institution of the system of 'badli' cards for the control of labour turnover and the regularisation of 'badli' Employment, data was collected from time to time from each member mill as to the number of badlis employed in all departments (vide pages 23-25 of our June 1936 report). The object of this control had been to eliminate the power of the Jobber to engage the labour required to fill temporary vacancies. Mills were advised to make it a rule to

ensure that preference was given to badli card holders when permanent vacancies occurred. In addition, a system of "internal promotions" was being encouraged in all mills with the dual purpose of improving 'esprit de corps' and of providing an incentive to efficiency. In this connection, it is stated that an experiment is being tried in one mill where all the recruiting is done by Heads of the various departments direct, with the help of the Association's Labour Officer. Under the scheme, the help of the Jobber has been completely eliminated. The scheme, which has been working for about two months, has proved fairly successful, and after further experience has been gained, it is proposed to extend the system to other mills.

Appointment of Labour Officers for Individual Mills.- Experience during the last eighteen months had shown that the engagement of a special labour officer in each individual mill was unnecessary. The Government Labour Officer and the Association's Labour Officer between them were in a position to look into practically all the grievances of the work-people, and by close collaboration they had achieved satisfactory results.

Efforts to Reduce Bribery.- Efforts to reduce bribery and other forms of corruption had been continued. One of the most prevalent types of bribery was the payment to Jobbers, Naikeens, etc. of regular or occasional sums of money during the course of or when obtaining employment. The extent of this type of bribery had been very considerably reduced by reducing the Jobber's powers in respect of engagements and dismissals. When cases of bribery had been detected and proved, drastic punishment had been inflicted.

The record card system for Head Jobbers and Naikeens employed in mills had been completed and kept up-to-date, and mills had been recommended not to engage new Head Jobbers or Naikeens outside their own labour force without consulting the Association. The system was being extended to Weaving Line Jobbers also, and it was eventually hoped to prevent any undesirable persons from obtaining supervisory posts.

Leave Facilities.- The improved leave pass system introduced last year was working extremely well, and extensive use was being made of the leave facilities granted by mills. Where an operative obtained a leave pass before going away on leave, he was assured of re-employment on his return provided the leave granted was not exceeded. The only disadvantage of the existing system was that leave applications were presented at irregular intervals.

Education of the Workers.- For a number of years, increasing attention was being given to the education of the workers in mills. In addition to the facilities provided by mills in the way of technical education, it was understood that night classes for mill workers had been introduced in a few mills by the mill authorities themselves. Moreover, special facilities had been given to the Adult Education Society to open schools for adult-mill workers and their children, and between February 1935 and February 1936, 14 ~~lit~~ literacy classes were started, the total number of students enrolled in all the classes being nearly 320.

Certain proposals recently put forward by the Director of Industries, Bombay, having for their object the vocational training of educated youths had received the full support of the Association, and every effort was being made to ensure that individual mills supplied the preliminary information required by the Director of industries preparatory to the actual introduction of the Apprentice Scheme.

Safety First.- Steady progress had been maintained in the education of mill workers in safety first methods. First aid classes had been established in several mills, and in addition, mills had been encouraged to send students to the general first-aid classes organised by the voluntary workers of the St. John Ambulance Association. Further, articles on safety first were regularly inserted in the "Girni Samachar", and the Millowners' Mutual Insurance Association continued to issue safety first posters to member mills free of charge. They also encouraged non-member mills in Bombay and upcountry to purchase safety first posters at nominal charges, and had printed special posters for the use of Ahmedabad Mills.

Provision of Creches.- Taking into consideration the position of the industry in Bombay, satisfactory progress regarding the provision of creches had been made during the year. The number of properly organised creches in Bombay Mills had increased to 28 compared with 25 two or three years ago. Although the increase in numbers was not large, it had to be borne in mind that the number of working Mills in Bombay was less than formerly, and that a number of creches were unavoidably closed down when the Currimbhoy group of mills went into liquidation. Most of the Currimbhoy group of mills had re-opened under new owners, but so far all of them have not established creches.

Rest Places for workers.- It was understood that the rest places provided by member mills were not being fully utilised by the operatives, most of whom appeared to prefer to take their mid-day meals in the open air and inside the Departments. Some progress had been made with regard to the canteen system. Successful canteens were being run in four mills of the E.D.Sassoon Group, where cheap and wholesome meals were being provided at very reasonable prices to an increasing number of workers. The crown Mills had also established a canteen to supply cheap meals to workers some months ago, which was reported to be working well.

Wages.- The minimum scale of wages adopted by the Association had been enforced in all member mills in Bombay. The question of standardising the wages of piece workers had been receiving constant attention. Information regarding the wages of piece workers, particularly of two loom weavers, in member mills was being collected from month to month. On an examination of the data collected, the Labour Advisory (Managers) Sub-Committee came to the conclusion that it would be advisable to aim at equalization of earnings in preference to equalization of rates as a first step, and that the Association's policy should continue to be the investigation and

raising of wages in mills where earnings were particularly low. The Association had, therefore, been concentrating on earnings and was keeping a close watch on the wages of two loom weavers in all member mills. In brief, the idea was to remove inequalities in earnings, and at the same time to ensure where wages were high, that no reductions were made unless very special reasons existed.

Welfare Work.- Individual mills and the Association had been giving full support to the extension of welfare work in its broadest sense. Several mills had started or had undertaken to start co-operative credit societies in their mills during the past few months. Two or three mills had started workers' clubs where facilities for sports of various kinds, reading, music etc., were provided free of charge to the workers. Another means of welfare work of a general character was being encouraged in the shape of financial assistance and other facilities to the Bombay Branch of the Baby and Health Week Association and to the Naigaum Social Service Centre, both of which bodies were doing excellent work among the mill workers in a variety of ways.

The Association was spending more time and thought to questions affecting the welfare and efficiency of labour than at any time in its history, and at the last annual general meeting, the retiring Chairman, Sir Joseph Kay, made the following statement:-

"I foresee a development of the utility of our Association as a result of the increase in the number of problems relating to labour matters with which the Association, its labour sub-committees and the Labour Officer are called upon to deal. In the near future, it will probably be necessary to set up a separate department or section in the Association to deal exclusively with labour and welfare matters. This department working in conjunction with the Government Labour Officer should not only be in a position to prevent strikes and adjust workers' grievances, but should also be an effective instrument in bringing about a number of valuable internal reforms and universal standards of working conditions in Bombay.

The possibilities of experimental work with a view to discovering means of improving output and efficiency should be considered by large individual employers and by associations of employers."

Increasing Efficiency of Workers.- The efficiency systems of which the objectives were the improvement of individual output, efficiency and earnings were being steadily introduced in various mills, and satisfactory progress had been made during the last twelve months. Some progress had also been achieved in the introduction of special machinery, like the Casablanca or High Draft system in spinning, High Speed Warping, Self Stripping devices on Cards, Universal winding etc, which were calculated to improve working conditions, output and efficiency. A member mill had also introduced the Bedaux system in some of its Departments. Under this system, the work on every occupation was minutely studied and a time scale was allotted for the performance of particular operations, due allowances for rest were added, and bonuses paid to workers who produced more than the standards laid down. The system had, however, proved only a qualified success, but the experiment was indicative of the anxiety of employers to improve the efficiency of their workers.

Working Class Cost of Living Index Numbers
for Various Centres in India
for May 1936. +

The cost of living index numbers for working classes in various centres of India showed irregular changes during May 1936 as compared with the preceding month.

Bombay.- The index number (Base: July 1914) of the cost of living for working classes in Bombay in May 1936 remained unchanged at 100. The average in the year 1935 was 101.

Ahmedabad.- The index number (Base: year ending July 1927) of the cost of living in Ahmedabad remained unchanged at 69; in 1935 the average was 71.

Sholapur.- The index number (Base: year ending January 1928) of the cost of living in Sholapur rose to 71. The average for 1935 was 72.

Nagpur.- The index number (Base: January 1927) of the cost of living in May 1936 remained unchanged at 58.

Jubbulpore. The index number (Base: January 1927) of the cost of living in Jubbulpore in May 1936 rose by 1 point to 54.

Rangoon. The index number (Base: 1931) of the cost of living in Rangoon for all communities of labourers declined by 2 points to 92 (provisional figure).

(Extracted from Monthly Survey of Business Conditions in India, May 1936). +

27

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Working of Tea Districts Emigrant Labour Act, 1933-34.

The Government of India have recently issued a press note summarising the Report of the Controller of Emigrant Labour on the working of the Tea Districts Emigrant Labour Act, 1932, during the year ending September 1934. The Act came into force on 1-8-1933 and the present report covers the first year's working of the Act.

Statistics of Recruits and Licences.- According to the figures ~~ix~~ given in the Report 47,688 persons were newly recruited for Assam as against 38,907 in the previous year. Of the 47,688, recruits 37,005 came from Bihar and Orissa.

Licences were issued during the year to 72 local forwarding agents for recruitment in Bengal, Bihar and Orissa, Bombay, the Central Provinces, Madras and the United Provinces which are controlled emigration areas. No application was refused, but two were held over owing to lack of adequate information about accommodation and feeding of assisted emigrants.

Congestion in Labour Market. - The Report states that there is no doubt that a considerable number of those recruited as assisted emigrants ought to have been treated as non-assisted. They concealed their previous residence in Assam in order to be sure of repatriation at the end of three years. Much more labour was available than could be accepted, and many were the deceptions practised on local forwarding agents by would-be emigrants.

The new system of sheets containing detailed information of the conditions under which labourers were recruited was found to work well.

Fraudulent Recruitment.- There were 64 cases of illegal and fraudulent recruitment. Recruitment was confined mainly to the gardens situated in the districts of Lakhimpur, Sibsagar, Darrang and Nowgong and the frontier tracts of Lakhimpur and Sadiya. The Surma Valley districts have now a substantial permanently settled force, and less than 300 persons were recruited for these districts. There was no recruitment for any garden in the Goalpara District and only one garden in the Kamrup District labour under the Act. In these two districts the local population is steadily increasing, and it is said to be improbable that there will ever again be any considerable recruitment ~~x~~ from outside.

Amenities provided en route to Gardens. - The Tea Districts Labour Association has greatly improved its existing accommodation and put up new buildings of excellent pattern at Ranchi. They also constructed new depots at other centres to provide rest and hot meals for the emigrants arriving from different provinces. Messrs. Medland Rose and Company, constructed an entirely new Depot for emigrants

ix. Annexure 2. Report on the Working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending 30th Sept. 1934. Published by the Manager of Publications, Delhi. Printed by Manager, Government of India Press, New Delhi. Price Rs 8/- or 10/-.

at Naimati. Since the introduction of this Act, all assisted emigrants are, under the Rules, detrained once in every 24 hours to have a cooked meal outside the train, and once in every 48 hours for a rest of at least 9 hours. This has made the journey much easier, especially for children. Qualified doctors have been retained at different depots, and arrangements made for treatment of the sick.

Housing and Welfare.- In the great majority of gardens in the Assam Valley and elsewhere, rent-free houses are provided. The houses are frequently built of mud plastered bamboo and grass walls and thatched roofs. In many gardens there is a better type of house with an iron frame and corrugated iron roof.

In recent years many gardens have spent large sums on malaria control, and the results are reported to have been excellent, involving an average reduction of malarial sickness by fifty or sixty per cent, except in areas which could not be brought under control.

Children and Schools.- The total number of children living on tea estates in the Assam Valley was 340,724 ~~with~~ and the total number of ~~56~~ tea garden schools⁵⁶. The corresponding figures for the Surma Valley were 139,046 and 42, respectively.

Emigration Certificates.- Over 30,000 emigration certificates were issued by the Controller of Emigrant Labour in respect of assisted emigrants.

Wages and Labour Conditions.- In the Assam Valley, the average monthly earnings of men, women and children settled on the tea gardens showed a slight decline. In the Surma Valley, there was a similar fall in the case of men; but those of women and children rose slightly. Customary concessions such as free housing, medical attendance, maternity benefits etc., were continued throughout the year. One day a week was ordinarily observed as a holiday without pay. The number of disputes between employers and labourers that came to the notice of the magistracy was 27, of which 15 complaints were made by labourers and 12 by employers.

Settlement of Indians in Assam.- Over 181,000 acres of garden land in Assam were held by labourers who resided on the garden, Apart from this, 341,987 acres of Government land were settled with ex-garden labourers in the Assam Valley, and 36,456 in the Surma Valley.

Repatriation.- As the Act came into operation only on the 1st of October, 1933, no emigrant labourer will be due for repatriation in the normal course until October 1936. On special grounds, however, 142 labourers with 124 members of their families, a total of 266 persons, were repatriated by their employers.

(The Hindustan Times, 18-7-1936). +

Working Conditions in Ceylon: Report of
The Controller of Labour, 1935.* †

The Administration Report of the Controller of Labour, Ceylon, for 1935, is divided into two parts: the first contains a general review of working conditions in Ceylon and the second deals with the conditions of life and work of Indian immigrant labour in the Island.

Labour Legislation.- (1) The Trade Unions Ordinance, No.14 of 1935, which makes provision for the supervision and registration of Trade Unions and at the same time gives them a number of important privileges came into operation on 1-11-35.

(2) Factory Legislation.- The report of the Committee appointed to revise the Mines and Machinery Protection Ordinance, No.2 of 1896 was approved by the ~~Minx~~ Executive Committee of the Hon. the Minister with slight modifications and steps are being taken to draft the necessary legislation.

(3) Amendments of the Labour Ordinances.- The Indian Labour Ordinance, No.27 of 1927, was amended by Ordinance No.34 of 1935 to give legal force to the agreement with the Government of India providing for the free issue of rice at the rate of $\frac{1}{8}$ bushel per month to each working man and each widow with one or more non-working children, or alternatively free issue of meals to children under 10 years of age. The new Ordinance came into operation on October 18, 1935.

Unemployment Relief.- A sum of Rs. 300,000 was provided in the 1934-35 Estimates for unemployment relief works. The usual grant from Government was half of the amount to be spent on each scheme, the remaining half being found by the local body concerned. Besides providing relief through public works, the Government also gave Rs. 98,050 to be distributed by Government agents as charitable allowance at various rates to poor persons, Rs. 22,200 to Friend-in-Need Societies and Similar Societies and Rs. ~~411,650~~ 411,650 as special

* Administration Report of the Controller of Labour for 1935 - Part I - Civil (O). - July 1936. - Printed at the Ceylon Govt. Press, Colombo. To be purchased at the Govt. Record Office, Colombo. - Price 40 cents.-pp. 41.

grants towards flood and malaria relief and relief during periods of food shortage.

Industrial Disputes.- There were no important strikes or industrial disputes during the period under review. Two minor strikes occurred in Colombo, and no strike or lockouts were reported from Government departments employing large forces of labour. Personal relations between planters and labourers have been uniformly good and no cases of strikes or lockouts were reported. Contractual relations between planters and labourers were satisfactory. Desertions without due notice were reported to be less frequent and the practice of giving cash inducements has practically ceased.

Workmen's Compensation.- The Workmen's Compensation Ordinance, No.19 of 1934, came into operation on 1-8-35. In the short time during which it has been in operation, the Ordinance, it is reported, has already proved its utility. The agency firms have rendered most valuable assistance to the Commissioner in making known to estate labourers through the estate superintendents, the benefits provided for injured workmen by the Ordinance. The great majority of cases reported have come from estates. Among other classes of labour the terms of the Ordinance are naturally not as yet very well known. The Commissioner has invited the Trade Unions to assist him by explaining to their members to what benefits they may become entitled under the Ordinance.

Returns received from 2,159 employers show that there were 12 accidents resulting in death, 6 resulting in permanent disablement and 715 resulting in temporary disablement during the period ending 31-12-1935 in respect of which Rs. 8,050 was paid as compensation in respect of fatal accidents, Rs. 1,120.20 in respect of permanent disablement and Rs. 8,101.24 in respect of temporary disablement.

A short summary of the Ordinance in English was embodied in a circular and supplied to all estate superintendents and other employers. A circular under the heading "Notice to Workmen" in the vernaculars was also sent out to all estate and industrial workshops for exhibition in conspicuous places.

Indian Immigrant Labour.- Part II of the Report deals with the conditions of life and work of Indian immigrant labour. The subjects dealt with are the activities of the Board of Indian Immigrant Labour, Statistics relating to immigration of Indian labourers to and from Ceylon, issue of recruiting licenses, repatriation and conditions of labour in the Ceylon estates under the heads of health and vital statistics, education, liquor consumption, crime, savings, estates of deceased Indians and inspections.

Figures re. Migration of Indians to Ceylon: - Practically all passenger traffic between Ceylon and South India is either by rail and ferry via Talaimannar-Dhanushkodi, or by a sea voyage of about 150 miles, between Colombo and Tuticorin. The annual average number of Indians who travelled over these two routes to Ceylon from 1914, when the Dhanushkodi route was opened, until the beginning of 1924, when Government control over assisted emigration had been fully established, was 148,696 of whom 75,557 were unassisted and 73,139 assisted. Since 1924, the average number has been 209,519 for the years 1924-1935 of which 108,963 were unassisted and 100,556 were assisted immigrants. In 1935 the number of arrivals was 147,447 (104,429 unassisted immigrants and 43,018 as assisted estate labourers). The decrease in the number of assisted labourers arriving in Ceylon in 1935 was due to poor demand for labour by the tea and rubber industries.

Emigration of Indians from Ceylon.- During 1935, the number of Indians who left Ceylon for India was 152,755 of whom 43,036 were estate labourers. The number of Indians repatriated under Ordinance No.1 of 1923 and the scheme of 1924 at public expense during 1935 was 6,252 as against 2,304 in 1934.

Special Scheme of 1935.- This scheme was sanctioned by His Excellency the Governor on April 5, 1935, for the repatriation of those Indian labourers employed on tea estates placed on a care and maintenance basis, for whom no further employment could be found elsewhere. No application was received for repatriation under ~~that~~ this scheme.

Population and Vital Statistics.- According to the half-yearly returns furnished by superintendents of estates the mean population of Indian labourers on estates was 679,201 in 1935, as against 650,564

in the previous year. At the beginning of 1935 the population was 688,354 consisting of 223,374 men, 209,563 women, and 255,417 children. By the middle of the year the figure fell to 675,564 (215,824 men, 205,357 women, and 254,383 children) and by the end to 673,686 (214,097 men, 204,658 women, and 254,931 children.) There was thus a fall of 12,790 during the first half of the year, and 1,878 during the second half, or a total fall of 14,668 during the year.

25,759 births were registered during the year (12,836 of males and 12,923 of females), as against 23,346 in 1934. There was an increase of 2,413 births or 10.3 per cent. The birth rate was approximately 37.9 per 1,000 of the mean population, as against 35.9 in the previous year and 34.4, the rate among the total population of the Island for the year 1935. 18,133 deaths (8,776 of males and 9,357 of females) were registered among the Indian labourers on estates, as against 13,709 in the previous year. ~~This~~ This shows an increase of 4,424 deaths or 32.3 per cent during the year reviewed. The excess of deaths of females over those of males has been a recurrent feature of the vital statistics of the Indian labourer population. The mortality rate for the year was approximately 26.7 per 1,000 of the mean population, as compared with 21.1 in the previous year and 36.6 the rate for the entire population of the Island in 1935. These rates disclose two important features: that there was a large increase of mortality on the estates during the year which might almost wholly be ascribed to the epidemic of malaria in the early part of the year, but that the epidemic was much less disastrous on the estates than in the rest of the Island.

Medical Facilities.- There are 70 Government hospitals, including 4 infectious diseases hospitals at Kandy, Nuwara Eliya, Galle, and Badulla, and 107 dispensaries in the planting districts where Indian immigrant labour is employed. There are 53 midwives employed in these hospitals and 63 under Health Units situated in the planting districts. There are 84 estate hospitals and 727 estate dispensaries.

Wages.- At the beginning of the year 1935, the legal minimum rates of wages applicable for a working day of 9 hours, including time not exceeding 1 hour taken for the midday meal were as follows:-

	<u>Men.</u>		<u>Women.</u>		<u>Children.</u>	
	Ceylon Cur- rency.		Ceylon Currency.		Ceylon Currency.	
	Rs.	c.	Rs.	c.	Rs.	c.
Up-country. ..	0	49	0	39	0	29
Mid-country. ..	0	43	0	35	0	25
Low-country.. ..	0	41	0	33	0	24

With the issue price of rice at a rate not exceeding Rs. 4.80 per bushel. These rates are still in force.

Education.- The total number of registered estate schools at the end of September, 1935, was 608, as compared with 587 at the end of 1934. The total number of estate children of school-going age for 1935 was 72,924 (males 42,159 and females 30,765), of whom 37,958 (males 27,283 and females 10,675) were attending schools — a percentage of 52.19. The corresponding figures for 1934 were ~~69,540~~ 69,540 (males 40,187 and females 29,353), of whom 35,638 (males 25,543 and females 10,095) were attending school— a percentage of 51.25. 32 schools which satisfied the required conditions were registered for grant during the year.

Housing.- The following return illustrates the position of estate housing for 1935 in the various planting districts as regards tea, rubber, cacao, cardamoms, and coconut estates employing Indian labourers :-

Number of estates employing Indian labourers. ...	1,660
1. Number of estates for which which statistics have been secured. ...	1,606
2. Number of Indian labourers employed and resident on these estates. ...	463,192
3. Number of Indian labourers employed by these xx estates but not resident thereon. ...	2,519
4. Number of unemployed young and aged dependants of Indian labourers on these estates. ...	199,731
5. Number of non-Indian labourers employed by and and resident on these estates. ...	23,123
6. Number of non-Indian labourers employed by these estates but not resident thereon. ...	31,832
7. Number of unemployed young and aged dependants of non-Indian labourers on these estates. ...	9,776
8. Number of permanently built labourers' rooms on these estates. ...	217,074
9. Number of permanently built labourers' rooms on these estates constructed or fully reconstructed after January 1, 1922. ...	182,839
10.(a) Cost or present value of all the permanently built labourers' rooms on these estates. .Rs.	78,996,901

- (b) Cost or present value of the permanently built labourers' rooms constructed or fully reconstructed after January 1, 1922, on these estates. ... Rs. 68,239,193
- (c) Cost of rooms built during 1935 on these estates.. Rs. 999,195

(The Administration Report of the Controller of Labour for 1934 was reviewed at pages 39-43 of our report for July 1935). †

Textile Workers in Ahmedabad: Employers

Contemplate Wage Reduction.

References were made in the January 1935 and earlier reports of this Office to the Ahmedabad labour dispute due to wage reduction consequent on the shorter hours prescribed by the Indian Factories Act, 1934, coming into force. A satisfactory settlement of the dispute was arrived in Delhi in January 1935 with the help of Mahatma Gandhi. It is now understood that the Ahmedabad employers are contemplating a wage cut. It is alleged that the terms of the Delhi agreement of 1935 have not been strictly followed by the millowners for a long time and that a general cut in wages has been made in the Mangaldas group of mills. On workers refusing to accept the 5% cut sought to be effected, lock-out notices were put up. The group is understood to be attempting to reopen the mills with new labour on lower wages. Allegations are also made that some of the mills are working up to 11 hours per day, in contravention of the Factories Act. The local labour union is reported to be moving in the matter.

(The Bombay Chronicle, 26-7-1936) †

Maternity Benefits in Bombay for 1935* †

According to the Note on the working of the Bombay Maternity Benefit Act in Bombay during 1935, appended to the Annual Factory Report for 1935 for the Bombay Presidency, returns were received from all the factories amenable to the Act.

Of the 49,114 women employed in factories daily, 4,322 claimed Maternity Benefits under section 6(1). Of these, 3,895 were paid benefits for actual births, and 29 were paid benefits under section 7. Rs. 94,351-5-6 were paid during the year as benefits as against Rs. 97,879-8-9 in 1934.

(The Working of the Bombay Maternity Benefits Act during 1934 was reviewed at page 60 of our July 1935 report). †

* Annual Factory Report Bombay Presidency, 1935 (including a Note on the Administration of the Bombay Maternity Benefit Act).--Bombay: Printed at the Govt. Central Press 1936.-- Obtainable from the Supdt., Govt. Printing and Stationery, Bombay. - Price -Annas 2 or 3d. pp.57.

56

Enforcement of Conventions.

Working of the Hours of Employment Regulations on

Indian Railways, 1935-36* .

Extent of Application of Regulations: The Hours of Employment Regulations were applied to the North Western and East Indian Railways from 1-4-31 and to the Eastern Bengal and Great Indian Peninsula Railways, one year later, from 1-4-32. In the autumn of 1935, the Regulations were extended to two company-managed lines with effect from 1-11-35 (Gazette Notification No. L35LG46, dated the 5th June 1935) namely the Bombay, Baroda and Central India Railway and the Madras and Southern Mahratta Railway. The position now is that all State-managed Railways, with the exception of the Burma Railways, have been brought within the scope of the Regulations together with two of the largest company-managed systems, so that the majority of Railway servants in India are now protected by the Regulation. The total number of employees on all Class I Railways at the close of the year 1934-35 was 670,072, while the numbers on the six railways on which the Regulations have been applied amounted to 473,110. This is a little over 70% of the total figure which includes the Burma Railways. It may be mentioned that the total number of staff on all Class II Railways only amounts to 25,279, so that the exclusion of this class from the above figures makes no appreciable difference in the percentage given. Even on those Railways, which have not yet been brought formally within the scope of the Regulations, there is reason to believe that the hours of work of the majority of employees fulfil the provisions of the law.

Inspection.- The addition of two more railways to those already under the Regulations necessitated the recruitment of four additional Labour Inspectors. This raises the number of Inspectors to 10, and a junior Labour Inspector, as a leave reserve, has lately been appointed with effect from 1st February 1936. These Inspectors now work to a programme of inspection drawn up in the Supervisor's office every six months. In view of the fact that the Regulations have only lately been applied to the two company-managed systems,

* Govt. of India Railway Department - Annual Report on the working of the Hours of Employment Regulations on the N.W., E.I., E.B and G.I.P., Bombay, Baroda and Central India, and M. & S.M. Railways during the year 1935-36 by the Supervisor of Railway Labour. - Simla: Govt. of India Press - 1936. - ~~xxxx~~ pp.14.

no regular programme of inspection has as yet been laid down, so that the 4 Inspectors appointed for these railways are able to devote their attention to such stations and categories of staff as appear to need special scrutiny.

The policy adopted by Labour Inspectors since the introduction of the Regulations of rectifying minor irregularities in consultation with, and through the agency of, local supervisory officials, it is stated, will continue to be followed. This ensures rectification of many infringements the moment they are detected and reduces correspondence which would otherwise be necessary. Supervising subordinates, moreover, are now beginning to understand and appreciate more fully the underlying intentions and the legal provisions of the Regulations, with the result that in collaboration with Labour Inspectors they are in a better position to solve the minor difficulties which often arise due to fluctuations in the volume of traffic or alterations in time tables. Registers for recording the results of inspections or making suggestions for the better application of the Regulations are now being maintained at most stations, sheds, etc., and the Inspectors have been instructed to make full use of them. Administrations are advised of the infringements reported by the Labour Inspectors, or detected by the Supervisor himself during his tours, in a periodic summary; any points in dispute being settled by subsequent correspondence.

Hours of Employment.- Although instances are still reported where employees are either working occasionally or habitually outside their rostered hours, such cases are generally confined to well defined categories of staff which are principally those having to do with the movement of ~~ix~~ trains or those who come ~~into~~ direct contact with the public. The report points out that it is all the more necessary, therefore, that Administrations should concentrate their attention on eliminating infringement of the Regulations in ~~xxx~~ respect of these categories. At some stations where supervision is good, individual offices are definitely locked up during 'intervals' when nobody is rostered to be on duty. The practice is a good one and it is recommended, should be encouraged. The extent to which goods clerks work beyond or outside their rostered hours has been

referred to in previous annual reports, and although some improvement is reported to be noticeable, many cases still come to light in which the Regulations are not being strictly complied with. As regards station masters, it is to be admitted that gradually they are relinquishing the concentration of authority in their own hands, which used to bring them on duty outside their rostered hours, although there is still room for further improvement in this respect.

Periods of Rest.- Infringements regarding the periodic weekly rest laid down for continuous workers are now mainly confined to Transportation and Commercial staff. Here again, station masters are gradually realising that they must relax the concentration of certain daily duties in their own hands and that while they are off duty, assistant station masters must be considered to be in sole charge of the station. Nevertheless, there are grounds for believing that a number of continuous station masters do not absent themselves entirely during their 24 hours rest whether it falls on a calendar day or forms part of two consecutive days.

In the same way that goods clerks are often found working outside their rostered hours, they are also sometimes discovered on duty when they should be enjoying their weekly rest. There is reason to believe on some railways that a habit of booking goods other than perishables and live stock on Sundays, has grown up as a consequence of anxiety on the part of the Administration to provide all possible facilities to merchants in attracting traffic, more especially in meeting road competition.

General Remarks.- This is the fifth Annual Report issued by the Supervisor of Railway Labour, and by this time it is apparent that the railways on which the Regulations have been in force for four or five years, should have overcome all the initial difficulties in the application of the Regulations. The Supervisor remarks that either the difficulties, or the time taken to overcome them, appear to have been most marked on the Eastern Bengal Railway. The initial application of the Regulations is one thing however, and the satisfactory maintenance of an adequate standard of application is another. In the latter respect, attention must be drawn to some falling off on the East Indian Railway. This is not in respect of such questions as classification—though even here there is room for improvement—as in the general standard to which rosters are adhered to,

the adequate display of up-to-date rosters and above all the interest—or lack of interest—which supervising subordinates take in the hours of work of the staff under them. Without such interest, slackness is sure to creep in. The fact that this Administration has a separate personnel organisation and had at one time ministerial staff who had specialised in the Regulations, make it all the more difficult to account for the deterioration in the standard of application. From such scrutiny as has been possible so far to make on the Bombay Baroda and Central India and Madras and Southern Mahratta Railways, it would appear that the standard of application on these Lines is higher than ~~than~~ that which obtained on the other railways when the Regulations were first introduced. This is partly due to the fact that all Railways have, according to instructions issued years ago, been working to the provisions of the Regulations where this could be done without additional expenditure, so that those Railways to which the law is now being formally applied, have had greater opportunity for prior investigation of the problems involved. This is not to say that the standard on these two systems is as high as has now been achieved on the North Western and Great Indian Peninsula Railways, but there is no reason why that standard should not be reached in the course of a year or two ~~at~~ when preliminary difficulties in the introduction of the Regulations have been overcome.

(The report on the working of the Hours of Employment Regulations on Indian Railways during 1934-35 was reviewed at pages 25-28 of our September 1935 report). +

X

Factory Administration in Bengal, 1935.* †

Number of Factories.- According to the annual Report on the Administration of the Factories Act in Bengal during 1935, the number of factories on the register at the close of the year was 1,739, an increase of 67 compared with the previous year. 1,302 were perennial factories and 437 were seasonal. 113 factories were brought on to the register, and 46 were removed from the register. 144 factories did not work during the year. These included 59 rice mills, 17 jute presses, 15 general engineering works and 11 oil mills. The powers conferred on Local Government by section 5(1) under which any premises employing 10 or more workers may be declared to be a "factory", were exercised on 3 occasions.

Emergence of Rubber Industry.- A special feature referred to in the Report is the emergence of a new industry in Bengal — the rubber industry. The first rubber factory in Bengal was started in 1932. In 1935 there were 10 rubber factories, employing 4,500 workers. The principal articles manufactured are rubber-soled shoes (total daily output is estimated at between 75,000 to 100,000 pairs per day), cycle tyres and tubes, and latterly motor tyres. It is interesting to note that the machinery employed in the rubber shoe factories is almost entirely Japanese and that until some time ago the skilled departmental heads were all Japanese — but Indians are now taking over control.

Number of Operatives.- The average daily number of workers employed in registered factories is as follows:-

	Men.	Women.	Adolescents.	Children.	Total.
In perennial factories.	398,420	49,951	6,768	1,570	456,709
In seasonal factories.	43,839	7,782	4,111	758	56,490
Total.	442,259	57,733	10,879	2,328	513,199

The report observes that there has been greater activity during the year in most of the factories in the province. Trade, generally continued to improve and a large number of previously unemployed workers have again obtained employment. During the year, the number of workers employed in factories increased by 33,811, and this number, together with the increase of 24,370 in 1934, makes a total increase of 58,181 in the past two years. The following table shows the respective increases in the principal industries:-

	No. of workers.		Increase.
	1935	1934	
Jute mills. ...	263,399	251,741	11,658
Tea ...	19,315	16,112	3,203
Iron and steel smelting and rolling mills ...	9,398	6,691	2,707
Shipbuilding and engineering.	13,123	10,705	2,418
Cotton (spinning, weaving and other) factories. ..	27,883	25,591	2,292
General engineering ...	23,568	21,291	2,277
Railway workshops.....	26,508	25,173	1,335
Rice mills. ...	13,951	13,509	442

* See footnote, next page.

The increase of 11,658 in the number of workers employed in jute mills is due to the decision of the Jute Mills' Association to further increase production. (vide pages 28-30 of our June 1936 report).

Women, Adolescents and Children.- At the close of the year the number of women workers employed in factories was 57,733, as against 56,981 in the previous year, an increase of 752. The number employed in jute mills was 37,520, and in cotton mills 1,863, the remaining 18,350 being distributed throughout the other industries. In factories other than rice mills, instances of illegal employment of women were comparatively few. On seven occasions only were the infractions considered sufficiently serious to warrant prosecution. Convictions were obtained in each case.

In regard to the new class of worker (adolescent) created by the Act of 1934, the sections of the Act applicable to them have not been strictly administrable on account of the non-publication of the Bengal Factories Rules, 1935, and the lack of the prescribed certificates of fitness. From discussions with factory managers it is evident that there is a tendency to dispense with the services of youths who appear to come within the definition of adolescent, in order to avoid conflict with the law.

The average daily number of children employed in registered factories was 2,328 as against 3,789 in the previous year, a decrease of 1,461. The elimination of child labour from the jute mills, continues, and has now reached a point when it can almost be said that children are not employed. The 278 still remaining are scarcely worth taking into account when it is remembered that ten years ago the number employed was 26,500. Illegal employment of children was discovered on 26 occasions, the irregularities consisting of employing children either without medical certificate, or for more than 5 hours per day. On two occasions only were the offences considered sufficiently serious to justify prosecution proceedings. Convictions were obtained in both cases. During the year 1,212 children were examined by the Certifying Surgeons, and of that number 936 were certified as being 12 years of age or over and physically fit for employment, and 254 were certified as 15 years of age or over. ■ 3,636 adolescents were examined by the Certifying Surgeons, and of that number 3,527 were certified as fit for employment as adults and 109 were rejected being either under 15 years of age or physically unfit.

Inspection.- During the year a total of 3,420 visits were made by the Inspectors of the department to registered factories and 208 to unregistered concerns. 852 factories were visited once, 279 twice, 159 three times, and 182 more than three times. The figures include 576 special visits for investigation into complaints enquiry into accidents, collections of statistics, etc., and also 222 surprise visits outside legal working hours. 123 factories were not inspected. Many of these were known to be closed and the others were unimportant concerns in rural areas, most of which

* Government of Bengal Annual Report on the Administration of the Factories Act in Bengal for the year 1935.-by the Chief Inspector of Factories, Bengal.- Supdt., Govt. Printing Bengal Govt. Press, Alipore, Bengal. 1936. Price Annas 8 or 10d. pp.72

were inspected in the previous year.

Working Hours.- The Act of 1934 which came into force on the 1st January 1935 reduced the legal limits of working hours in perennial factories from 11 to 10 per day and from 60 to 54 per week; consequently, in those industries which have all along been working the maximum ^{hours} permissible, viz., the cotton mills, iron and steel smelting factories, flour mills, match factories, mustard oil mills, paint works, chemical works and glass works, the working week has been reduced to 54 hours. Otherwise, there has been no material change. The jute mills, with one or two exceptions, continued to work the 40-hour week and in the other industries the normal hours, generally, are from 48 to 54 per week. In regard to the jute mills, however, the present controversy with respect to excessive production by the few mills outside the control of the Jute Mills' Association, is likely to result in a return to longer hours and probably to the old system of multiple or overlapping shifts with all the infractions of the Act that it entails. Actually, one or two mills are already working elaborate multiple shift systems. In one of these, the productive machinery runs 72 hours per week and the system is such that at times 10 relays of workers, whose hours of work overlap, are at work at the same time. In such circumstances it is obviously impossible to ensure that the statutory limits laid down by the Act are being observed. It is reported that there have been few wholesale breaches of the working hours provisions of the Act during the year. Many irregularities were discovered, but these, as a rule, were technical infractions, or otherwise of a nature which could more properly be described as border-line cases in which few workers were involved. ~~Max~~ Moreover, as the new Act only came into force at the beginning of the year and consequently was not understood by employers, the work of inspectors in connection with registers, notice of periods of work, etc., was mainly advisory.

Contract Labour.- In respect of workers employed through contractor in the shipbuilding and engineering industries, the working hours provisions of the Act are not being applied. Under the old Act, the problem of finding a practicable means of regulating the employment of such workers defied solution and, in consequence, it was decided to hold the matter in abeyance pending the promulgation of the new Act and Rules. These are now in force and it is expected, therefore, that the question will be re-examined at an early date.

Wages.- As far as could be ascertained wages rates, generally, remained steady in the principal industries but, in some few cases, total earnings have been slightly affected by the reduction of the legal limit of weekly hours from 60 to 54. The only instance of a reduction in rates which has come to notice concerns rice mills in one or two mufassal areas which, on account of the shortage of paddy consequent on the prolonged drought and meagre monsoon, found it necessary to reduce wages slightly in order to make the mills solvent.

48

Sanitation.- The reports of Inspectors show that improvements are being effected gradually. Sanitary conditions in the jute and cotton mills and the larger factories generally, leave little to be desired, hence the efforts of Inspectors have been directed mainly to the smaller concerns. Orders relating to the painting and lime-washing of factory interiors, the maintenance of drains and factory compounds in a sanitary condition, and the removal of filth and rubbish, were necessary on numerous occasions. A number of orders, also, were issued to provide additional latrine accommodation or to erect new latrines. Legal action to enforce compliance with the provisions of the Act and Rules concerning latrines was resorted to on two occasions only.

Generally, it can be said that there are few factories in the province in which an adequate supply of drinking water is not available.

Ventilation and Lighting.- The report states that progress in the matter of ventilation is being made slowly but steadily.

Housing Conditions and Welfare.- As a result of better trade conditions, a number of the larger factories are again in a position to pursue their policy of improving year by year the housing accommodation and other amenities provided for their workers. Generally the improvements effected during the year under review consisted of the replacement of old and unsuitable houses by new ones of better design, extensions and repairs to existing houses, additional tubewells and better arrangement for the supply and distribution of drinking water, the provision of bathing places and recreation grounds, enlargement or refitting of dispensaries, additional beds in maternity wards, additions to medical and welfare staffs, and further provision for the education of workers' children.

The scope and activities of the various welfare centres connected with jute mills and other large factories have been fully reported on in previous years. These continue to carry on their good work and to make improvements and extensions gradually.

Health. - The general health of industrial workers is reported to have been normal, ~~that~~ there was no epidemic disease during the year.

Accidents.- Of the 5,351 accidents during the year, 41 were fatal, 1,205 were serious and 4,105 were minor. Women were involved in 56 serious and 58 minor accidents and children in 1 minor accident. Compared with the previous year these figures show a decrease of 15 fatal accidents, but an increase of 203 serious and 1,008 minor, i.e., and increase of ~~1,516~~ 1,196 in the total accidents reported. The report points out that reduction in accidents is largely dependent on educating the workers in safe practices and enforcing the same, and this point is borne out by an examination of the circumstances of the accidents which occurred during the year under review, a very large proportion of which were primarily due to the inability of the injured worker, or some other person, to realise the danger.

Safety.- Further progress in the safeguarding of machinery and plant has been made during the year. In the smaller factories such as rice and oil mills the most noticeable improvement is the more general use of steel in the construction of fencing. Also, more attention is now being paid to details of design and construction, and in this connection the department's handbook "Safety in Factories" has been of valuable assistance to both factory managers and Inspectors.

In last year's report reference was made to the policy of encouraging adult male workers in jute mills to wear "shorts". This policy has been further pursued, and it is recorded that not only in jute mills but in many other factories also, shorts are gradually replacing dhoties and loin cloths as the factory dress.

(Requisition has been made for a copy of the book "Safety in Factories" mentioned in the report; when received it will be forwarded to Geneva).

(Factory Administration in Bengal during 1934 is reviewed at pages 32-38 of our August 1935 report). +

Factory Administration in Bombay, 1935*

Number of Factories.- According to the Annual Report on the working of the Indian Factories Act in the Bombay Presidency during 1935, the number of factories subject to the control of the Act increased from 1,900 to 1,999. 164 factories were added to and 65 were removed from the register. The net increase of 99 was made up principally of factories that became amenable to the Act by reason of the change in the definition of a factory and to increased industrial activity in Bombay, Ahmedabad and Sind. Two large mills in Bombay restarted work, whilst several small industries have been installed in two former mill buildings. As against ~~1,678~~ 1,678 last year the number of working factories in the period under report was 1,746. Of these, 937 were perennial and 809 were seasonal concerns. 243 of the perennial and 668 of the seasonal factories were connected with ^{the} cotton industry.

* Annual Factory Report Bombay Presidency, 1935 (including a Note on the Administration of the Bombay Maternity Benefit Act) - Bombay. Printed at the Govt. Central Press 1936.- Obtainable from the Suptd., Government Printing and Stationery, Bombay. Price-Annas 2 or 3d.-pp.57

Number of Operatives.- The number of operatives employed in all industries, based on the annual returns received from the factories and including an average of the persons working on night shifts in the textile industry, was 420,716 compared with 375,833 last year. Employment in the textile industry increased materially, and particularly so in Bombay, where an increase of 23,566 has been recorded. The average for persons employed on the night shifts in the Bombay cotton textile mills increased by 12,576 from 14,236 to 26,812.

Employment of Women and Children.- The following table shows the number of women and children employed in the last five years:

	Women			Children.		
	Bombay	Mofussil.	Total	Bombay	Mofussil	Total.
1931	29,459	44,018	73,477	100	3,741	3,841
1932	29,916	44,061	73,977	114	2,678	2,792
1933	22,456	43,702	66,158	62	2,050	2,112
1934	22,195	43,748	65,943	44	2,103	2,147
1935	26,378	43,857	70,235	69	1,872	1,941

The number of children employed touched a new low level. Owing to increased activities, more women obtained employment, but the Maternity Benefit Act appears to have had a restricting influence on their employment, particularly in Ahmedabad. Cases against four factories for the irregular employment of women resulted in the imposition of fines totalling Rs. 549, whilst a court in Bombay imposed a fine of Rs. 200 on an occupier who was found employing two uncertified children at midnight.

Inspections.-Of the 937 perennial factories, 215 were inspected once, 245 twice, 173 thrice and 272 more than three times, while 32 factories were not inspected. Of the 809 seasonal factories, 452 were inspected once, 258 twice, 59 thrice and 15 more than thrice, while 25 were not inspected.

Accidents.- During 1935, 6,789 accidents were reported (36 fatal, 1,677 serious and 5,076 minor) as against 6,004 in the previous year (41 fatal, 1,527 serious and 4,436 minor). The rate per 100 persons employed rose from 1.60 in 1934 to 1.62.

General Remarks.-It is remarked that as regards the reduction in hours of work from 60 to 54, on the whole, there was no widespread attempt to defeat the law, but constant vigilance was necessary and several cases had to be instituted. In the smaller factories, little

regard to the change was paid, and in several instances the inspectors at their visits found concerns working the longer week. It was not always easy to distinguish between deliberate law breaking and ignorance, and in view of all the circumstances, it was felt that the paying of the workers at the overtime rate laid down for exempted concerns was the best way of dealing with the matter. On the whole, factories adjusted themselves to the new conditions quicker than was expected, and although the delay in the passing of the rules with its new forms and notices, combined with the pressure of work, prevented a meticulous examination in some industries where a few technical difficulties may reveal themselves, the scheme of the Act is on the whole adhered to fairly closely.

(The Annual Factory Report of the Bombay Presidency for 1934 is reviewed at pages 55-60 of our July 1935 Report). +

Industrial Organisation.Employers' Organisations.Small Industries Association, Bombay: First GeneralMeeting, 4-7-1936. †

Reference was made at pages 40 to 41 of our March 1936 report to the inauguration in Bombay of the Small Industries Association and to the objects of the Association. The first general meeting of the Association was held on 4-7-36 with Mr. Manu Subedar as President. In the course of his presidential address, Mr. Subedar explained that the aim of the Small Industries Association is to bring into a common organisation, factories which have been established in large numbers all over the country, but which have hitherto not been brought into a common fold and have not, therefore, been in a position to study the common problems which they have to face, to articulate their many and genuine grievances and to draw the attention of the public as well as the authorities to any hardships to which they are subjected.

Speaking on the problems facing the small industrialists, Mr. Subedar regretted that the Government have not yet taken a census of production in India. He stressed the magnitude and importance of small industries in the economic life of the country and protested against the recent proposals for increasing freight rates on railways. He pleaded that small industries would be hit heavily by such increase in freight and said that those industries which are hit in this manner by having to pay extra on their raw material or by having important market centres where they are sending their goods cut off through an increase of freight, deserve some consideration. As the price of manufactured articles has generally fallen, the existing

freights already constitute a higher percentage and further increase would make the position really anomalous. Mr. Subedar declared that due to various taxes and duties, industry is migrating to Indian States. He expressed satisfaction at the opposition put up by the Indian Employers' Delegate at Geneva to the proposal for a 40-hour week for industry. He welcomed all genuine measures for the amelioration of Indian labour not only as it would improve the efficiency of the workers, which, he added, is very low in India, but because of broad human considerations. But a rate of labour legislation more rapid than in competing countries like Japan is to be deprecated.

(The Leader, 9-7-36.
The Bombay Chronicle, 6-7-36)

49

Workers' Organisations.

12th Half-Yearly Meeting between A.I.R.F. and the
Railway Board, Simla, 9 & 10-7-1936.

The 12th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation was held at Simla on 9 and 10-7-36. The deputation from the Federation included, ~~besides~~ Mr. Jamnadas Mehta, the President, Mr. V.V. Giri, the General Secretary, the Assistant Secretary and twelve representatives. The main questions discussed at the meeting were: (1) the Railway Board's rules relating to staff retrenchments in State-owned railways, issued recently, and (2) the new reduced scales of pay for staff in State-owned railways. The following is a summary of the proceedings of the meetings taken from a communique issued, with the concurrence of the A.I.R.F., by the Railway Board.

I. Staff Retrenchment. (a) Federation's Opposition.- In regard to the Railway Board's proposals relating to staff retrenchment affecting about 4,000 workers, the Federation submitted at the outset that they did not accept the necessity for retrenchment and added that, owing to retrenchment, the remaining staff had to over-work and as a result they fell ill frequently. The Chief Commissioner of Railways said that the Federation's contention could not be accepted.

(b) Leave Reserves.- The Federation next stated that in 1929, Sir George Rainy had promised that adequate leave reserve would be provided on the railways, but so far no such provision had been definitely made or communicated to the Federation. The Chief Commissioner of Railways pointed out that he could not recollect the promise, but that, so far as the Railway Board were aware, there had been no complaints about reasonable leave not being granted to railway employees.

(c) Voluntary Retirement Suggested in preference to Retrenchment. - The Federation next submitted that to avoid further retrenchment attractive voluntary retirement terms may be offered to the staff. The Chief Commissioner of Railways replied that the Board had already issued instructions allowing the terms which were given in connection with the retrenchment of 1932, and that the Railway Board did not consider any voluntary retirement terms necessary in connection with the application of the test of comparative efficiency.

(d) Re-employment of Retrenched Staff.- The Federation next submitted that there should be no further retrenchment of staff as normal wastage should be sufficient to avoid anticipated discharge of about 4,000 men, and that recruitment of outsiders should be entirely stopped till all the retrenched staff borne on the waiting lists had been appointed and all surplus staff had been absorbed. The Chief Commissioner of Railways pointed out that these arguments had already been brought forward at previous meetings at which he had stated that outsiders had been appointed by Railway Administrations when there was no suitable staff available from the waiting lists or in cases where men failed to respond to offers of employment or did not accept these for one reason or other. He added that the undertaking given by the Government regarding re-employment of retrenched staff had been carried out and would continue to be carried out in respect of retrenched employees still borne on the waiting lists.

(e) Establishment of Employment Bureaux. - The federation suggested that with a view to facilitating the speedier re-employment of retrenched staff ~~and~~ Employment Bureaux may be established on railways on which Union representatives may be associated. The Chief Commissioner said that he could not agree to the establishment of such an Employment Bureau, but he thought he had no objection to State-managed Railway administrations supplying to recognised Unions particulars of retrenched staff borne on the waiting list.

(f) New Scales of Pay for Re-employed Staff.- The Federation next submitted that retrenched staff should not, on their re-appointment, be brought under the new scales of pay or other adverse service conditions affecting the new entrants. The Chief Commissioner of Railways referred to the decision under which such staff are entitled to the new scales of pay and are governed by the service conditions applicable to new entrants and added that the Railway Board could not accede to the request of the Federation.

(g) Surplus Staff and Hours of Employment Regulations.- The Federation next submitted that surplus staff should not be retrenched, but utilised to implement the Hours of Employment Regulations on the railways on which they had not been given effect pending statutory application of these Regulations. The Chief Commissioner of Railways stated that he could not agree to the suggestion. Under the existing financial conditions surplus staff had to be discharged.

(h) Contract Labour. - The Federation next submitted that the giving of work on contracts by railway administrations should be discouraged and more work should be done departmentally so that retrenched staff may be absorbed to a larger extent than at present. The Chief Commissioner said that the most economical method would be adopted in each case.

(i) Demand for Court of Enquiry.- In conclusion, the Federation submitted that there should be no further retrenchment and that if the Railway Board did not agree to it, they might join the Federation

in their application for the appointment of a Court of Enquiry under the Trade Disputes Act. The Chief Commissioner of Railways stated that he could not agree to such a course.

II. New Scales of Pay. (1) Scales too low.- As regards the new scales of pay, the Federation submitted that they were not consulted before any enquiry was made; the new scales of pay were based on no method and that the Railway Board at their last meeting had stated that if the Federation could prove that the new scales of pay were inadequate for any particular category of staff they would be prepared to consider them. The Chief Commissioner of Railways replied that the new scales of pay were for persons who may enter the service as new entrants and who were not even members of Unions and that it was for the Federation to prove that the scales of pay for any categories of staff were inadequate.

(2) No Uniformity in New Scales.- The Federation then submitted that there was no justification for difference in the scales of pay for the same category on different railways, ~~xxxxxxx~~ and added that scales of pay for clerical staff on the different railways were different, even to the extent of ~~xxx~~ 100 per cent as between the South Indian and two other Railways e.g. Bengal Nagpur and Great Indian Peninsula Railways. The Federation further stated that the reduction in the scales of pay on the same railway was not uniform. The Chief Commissioner of Railways stated that the scales of pay on the different railways were adequate and the rates were slightly higher than what other employees were paid in the same localities.

(3) New Scales not Standardised.- The Federation submitted that the scales of pay had not been standardised in the same way as another Government department, the Posts and Telegraphs had done, and that there was considerable variation regarding the areas between the railways and the posts and telegraphs. The Chief Commissioner of Railways replied that the scales of pay were fixed taking into consideration the work done by the different categories of the staff and these were adequate remuneration for the work done. The Federation contended that the scales of pay had not been based on any living wage standard and quoted figures from the Labour Gazette published by the Labour Office, Bombay, and referred to certain evidence given by the South Indian and Madras and Southern Mahratta Railways before the Royal Commission on Labour. The Federation added that, commensurate with the minimum standard of living, the wage for no category of staff should be less than Rs. 30 per mensem. The Chief Commissioner of Railways stated that the Railway Board had not accepted the family budgets prepared in connection with the evidence given before the Royal Commission on Labour and added that, according to the Report by the Labour Office of the Government of Bombay on General Wages Census, Railways pay better than private employers. He added that he could only repeat that the revised scales of pay were adequate remuneration for the work done by the different categories of staff.

(4) Court of Enquiry Demanded.-In conclusion, the Federation submitted that while revising the scales of pay there had been no fixed standard followed as between the different Railways or on the same Railways. Some scales of pay had been reduced drastically and taking the difference between maximum of the old and the new scales of pay it meant a considerable loss of ~~any~~ emoluments of employees and urged that the Railway Board should have another enquiry made into the matter with a view to scales of pay being fixed in accordance with the living wage standard. The Federation submitted that if the Railway Board do not agree to it they might join with the Federation in their application for the appointment of a Court of Enquiry under the Trade Disputes Act. The Chief Commissioner of Railways stated that he could not agree to such a course.

III. Grievances of Accounts Staff.- The Federation next submitted the grievances due to the withdrawal of certain acting allowances hitherto enjoyed by the Accounts Staff and complained that certain undertakings in this respect given by the Railway Board have not been carried out. The Financial Commissioner, while not prepared to concede that the department had not carried out the promises, was prepared to consider the possibility of mitigating the hardship caused by the withdrawal of these irregular acting allowances.

Leave Reserve.- The next point raised was about the insufficiency of the leave reserve ~~for~~ the Account Department. The Financial Commissioner said that so far as he could see the leave reserve in the Accounts Department was not appreciably less than in other departments of railways, but the point would be examined by the Controller of Railway Accounts.

(The Hindustan Times, 13-7-36).

Meeting of Council of A.I.R.F: Threat of General

Strike to Protest against Retrenchment. +

The General Council of the All India Railwaymen's Federation met at Simla on 10-7-36. The Council considered the situation arising out of the threatened staff retrenchment in railways and the proposed lower scales of pay and passed the following resolution:

That this meeting, having taken note of the serious situation created on the Railways by the action of the Railway Board in issuing orders regarding (1) retrenchment of about 4,000 employees and (2) lowering scales of pay without proper enquiry and without any consultation and affecting hundreds of thousands of employees, resolves, since a dispute has arisen between the All-India Railwaymen's Federation and the Railway Board, to approach the Government

with a formal request, under the Trade Disputes Act for the appointment forthwith of a court of enquiry. Meanwhile, the Federation, fully cognisant of the fact that the well-being and livelihood of thousands of Railway workers now menaced, calls upon all affiliated unions to bring home to their members the gravity of the issues involved and to take immediate steps to intensify organisational activity with a view to offer the maximum of resistance, in such manner and by such methods as the All India Railwaymen's Federation at its next convention may decide upon, to the Railway Board's attack on wages, security of service and the standard of living of railway workers. Should the Federation fail to achieve satisfaction in its demand for the withdrawal of retrenchment effected or proposed to be effected by the Railway Board, the Federation, having considered the attitude of the Railway Board in the matter of staff retrenchment and the new scales of pay, feels that resistance through strike on railways is the only effective remedy available and calls upon the affiliated unions to organise workers to get prepared for the same at the earliest date.

Resolved that the above be considered at the forthcoming meeting of the convention in Bombay.

(The Hindustan Times, 11-7-36). +

Trade Union Movement in Madras, 1934-35.* +

Membership.- According to the annual report on the working of the Indian Trade Unions Act, 1926, in the Madras Presidency during the year ending 31-3-1935, 5 unions were registered under the Act and the registration of 11 unions was cancelled. The cancellations were ordered either on the ground that the unions had ceased to exist or had failed to submit their annual returns. The total number of registered trade unions functioning on 31-3-1935 was 32. The year opened with 23,932 members in the 28 unions which sent returns and closed with 24,889 members, of whom 2,135 were females. There was a further serious decrease in the membership of the M and S. M.

* Government of Madras - Public Works and Labour Department G.O.No. 1231, 16-1-1936 - Report on the working of the Indian Trade Unions Act, 1926, for 1934-35. pp. 6.

4

Railway Employees' Union, Madras, which fell from 11,982 to 7,858.

General Funds.- The opening balance of the 28 reporting unions amounted to Rs. 23,879-10-7 and the closing balance to Rs. 25,160-4-10. The number of unions which availed themselves of the benefit of free audit by official auditors is seven. Even the smaller unions which have few members in them prefer to have their ~~unions which have few members in them prefer to have their~~ accounts audited by their own paid or other auditors, instead of applying for free audit by official auditors. Some of the unions which had their accounts audited by official auditors in the previous year did not apply for free audit this year. It is pointed out that it would be all to the good of the unions and would inspire more confidence in unions on the part of the workers they try to represent if official audit was compulsory.

(The Trade Union Movement in Madras for the year 1933-34 was reviewed at page 51 of our February 1935 report). +

Progress of Trade Unionism in India, 1934-35.* †

Registered and Unregistered Trade Unions. - As in previous years, the statistics accompanying this note relate only to trade unions which (a) are registered under the Indian Trade Unions Act, 1926, and (b) have submitted returns. Registration under the Act is not compulsory and the number of unregistered unions is large. In Bombay, according to the Bombay Labour Gazette for February 1936,

(| there were, on the 1st December 1935, 128 unions with a membership
* Note on the working of the Indian Trade Unions Act, 1926 during the year 1934-35 with comparative statistics for 1933-34 and 1934-35.- Published by Manager of Publications, Delhi. 1936. Price Annas 10 or 1s.

7. of 111,891, of which only 56 with a membership of 95,506 were registered. 55

|| Difficulty in getting Returns. -The report states that the usual difficulties were experienced in collecting the returns. Statistics are available only for 183 of the 213 registered trade unions in existence on the 31st March 1935.

Statistics of Unions and Membership.- The number of registered unions increased from 191 in 1933-34 to 213 in 1934-35, of which 183 (against 160 in the previous year) submitted returns. The number of registered trade unions increased in Bengal, Bihar and Orissa, Bombay, Burma, the Central Provinces, Delhi, the Punjab and the United Provinces. Madras recorded a decrease of six trade unions. There was no change in Ajmer-Merwara. As in previous years, the group comprising the largest number of unions was that with a membership of 100 to 299.

The total membership of the unions which submitted returns was 284,918 as against 208,071 in the previous year. This represents an average membership of 1,557 per union during 1934-35 as against 1,300 during the previous year. An increase of nearly 54,000 in membership occurred in the Punjab, of which about 52,000 was due to the North Western Railway Industrial Workers Union and the N.W. Railway Union.

Organisation of Women Workers.- The number of women who are members of registered trade unions increased to 4,837 during the year under report from 2,999 in the previous year. The figures for 1934-35 amount to 1.7 per cent of the total membership of those trade unions which submitted returns as compared with 1.4 per cent for the previous year.

General and Political Funds.- The total income and the balances

in hand rose from Rs. 503,257 to Rs. 528,697 and from Rs. 550,180 to Rs. 569,981 respectively. The average income for 1934-35 was Rs. 2,920 per union and Rs. 1-13-8 per member, as compared with Rs. 3,126 and Rs. 2-6-8 respectively in 1933-34. Disparity between the actual income from subscriptions and that which would have accrued on the basis of the prescribed membership rates and the reported membership was very marked in some cases; thus in Bengal, in one union in the Railway group in which the annual subscription was Re. 1 payable in advance, realisations from members numbering 1,326 at the close of the year were Rs. 116-4-0. In another union belonging to the Water Transport group, in which the annual subscription varied from annas eight to Rs. 4 according to the pay of the member, the realisations from a membership of over 15,000 amounted to Rs. 1,576 only. The figures of "unpaid subscriptions due" to the National Seamen's Union of India, Bombay, are particularly striking. Out of Rs. 267,000 which represent the assets of this union Rs. 265,000 were stated to be unpaid subscriptions. In the Punjab the income from membership fees etc. of the North Western Railway Industrial Workers' Union, Lahore, in which there was a reported increase of membership from 243 to 27,642 amounted to Rs. 432 only.

The National Union of Railwaymen of India and Burma, Bombay, maintained its political fund with 3,404 subscribers during the year. The income of this fund amounted to Rs. 2,171 and the closing balance was Rs. 790.

Withdrawals and Cancellations.- 24 unions ceased to exist or had their certificates of registration cancelled during the year— 4 in Bengal, 4 in Bombay, 1 in Delhi, 1 in Bihar and Orissa, 11 in

Madras and 3 in the Punjab. In Bengal, 1 other union was dissolved and 2 unions were amalgamated in a new union which was registered during the year. In Bombay 1 union was dissolved.

General Remarks. - The Indian Trade Unions Act, 1926, remained unchanged during the year. No appeal was filed under section 11 of the Act against the refusal of Registrar of Trade Unions to register a union or against the withdrawal or cancellation of a certificate.

(A copy of the "Note on the Working of the Indian Trade Unions Act, 1926, during the year 1934-35" was forwarded to Geneva with this Office's minute D.1/897/36 dated 6-8-1936).

(The Note on the "Working of the Indian Trade Unions Act during 1933-34 was reviewed at pages 59-63 of our August 1935 report). +

Bombay Trade Unions and Elections under New Constitution:

Certificate Refused to G.K.Union.-

Among the registered trade unions in Bombay Presidency, hardly 10 have been able to obtain certificates of recognition from the Governor of Bombay, in connection with the forthcoming elections to the Bombay Legislative Assembly, constituted under the Reformed Constitution. A large number of these unions were either disqualified as they were not registered or did not apply for a certificate.

The ~~only~~ total number of registered trade unions in the Presidency is 44 with a total membership of about 90,000. The recognised unions fall within four labour groups, namely the Bombay City and Suburban Textile Union Constituency (one seat), the Ahmedabad Textile Union Constituency (two seats) the (Bombay) Railway Union Constituency (two seats) and the Trade Union of Seamen and Dockworkers

(Bombay) Constituency (one seat). The voting strength of all the recognised unions qualified to exercise their franchise, is a little over 27,000, Of this, about 20,000 voters belong to the Ahmedabad Textile Union Constituency. A special labour constituency with one seat has been created for Sholapur.

So far as the textile trade unions are concerned, three of them applied for the certificate of recognition, and only one has been qualified. That body is the Bombay Millworkers' Union. Among the unions which failed to satisfy the prescribed test was, the Bombay Girni Kamgar Union, the membership of which is stated to be 6,700, for the reason that it has not been in existence for a period of two years, as required by the Order-in-Council governing the election of labour representatives to the provincial legislature. Though the Girni Kamgar Union was founded in 1928, it did not exist in the official records of the Registrar of Trade Unions, Bombay, for about a year during 1934-35 as its registration was cancelled in October, 1934, for non-submission of annual returns to the Registrar. The Union was, however, registered as a new one by the Registrar in August 1935. It is on account of this technical defect that certificate was refused by the Governor. In the Railway Union's ~~Constituency~~ Constituency, no fewer than eight applied and five were enfranchised. In this constituency the G.I.P. Railway Workers' Union, with a membership of 10,000, is the biggest trade union. Only two out of seven dockworkers' and seamen's unions have been enfranchised. Among these unions, the strength of the National Seamen's Union of India, Bombay, is over 23,000.

(The Times of India, 28 & 30-7-36)
and the Bombay Chronicle of
27-7-1936). +

67

Economic Conditions.

Control over Coal Mining Methods:

Government of India invite views of Provincial Governments.

Towards the end of June 1936, the Government of India sent a circular letter to local Governments and bodies concerned, inviting their views before 15-8-1936 on the question of control of coalmining methods. The main issues on which opinions are invited are:

(a) Is further control over mining methods necessary to ensure safety and, if so, what restrictions are desirable for this purpose?

(b) Should methods of mining involving serious avoidable waste be prohibited generally?

(c) Is it desirable that sandstowing be enforced and, if so, to what extent?

(d) Is the scheme for compensation essential or desirable in connexion with compulsory sandstowing and

(e) should funds be raised for coal research to be directed towards securing better use of coal?

Opinions, when received, will be examined by a Committee of Inquiry which will probably meet in November, 1936.

The Government of India, after several reports on the control of coalmining methods and a survey of the Indian coal-fields, have come to the conclusion that the mining methods employed in the country are unsatisfactory and the danger to life from fire and other accidents has considerably increased. They are of opinion that a re-examination of the position is essential for which the appointment of a committee is proposed.

(The Statesman, 22-6-1936) +

60

Employment and Unemployment.

Problem of Unemployment in India:

Resolution to be moved in the Legislative Assembly. +

Babu Mohanlal Saxena, M.L.A., has tabled the following resolution regarding measures to combat unemployment menace in the country, to be moved in the forthcoming autumn session of the Legislative Assembly:-

In view of the growing menace of unemployment in the country and the acute distress caused thereby, this Assembly recommends to the Governor-General in Council forthwith to devise and adopt remedial measures, and suggests the following amongst others for consideration and adoption:-

(a) Central Unemployment Board.- The establishment of a Central Unemployment Board for collecting, and periodically publishing, statistics regarding unemployment in the country, its nature and extent, and coordinating the activities of the various provincial boards established in this behalf.

(b) Industrial Development Board.- The establishment of an Industrial Development Board with a majority of non-official members, including leading economists and industrialists, with the object of preparing a scheme for starting new industries and financing the existing ones, in particular cottage industries, with the sole purpose of absorbing the unemployed and providing subsidiary work to the partially employed.

(c) Loan of Rs. 250 Millions.- The raising of a loan of Rs. 250 millions by the Central Government for financing the above mentioned scheme, or any other scheme approved by the Assembly for fighting unemployment.

(d) Unemployment Insurance. - The institution of a scheme of unemployment insurance amongst industrial workers.

(e) Budget Provision for 1937. - The provision of a sum of at least Rs. 5 millions in the next year's budget for meeting the cost of remedial measures as suggested above and for assisting the provinces for tackling the unemployment problem.

(The Hindustan Times, 21-6-1936) r

61

Combating Unemployment:

A New Organisation formed in U. P.

With a view to tackle the unemployment problem among the educated classes in the United Provinces a meeting of graduates and undergraduates was held recently at Lucknow in the second week of July under the Chairmanship of Babu Mohanlal Saxena, M.L.A. The meeting decided to inaugurate a provincial organisation with the following aims and objects: (1) to focus public opinion on the problem of unemployment and to devise ways and means to solve it effectively; (2) to maintain a register of the unemployed graduates and under-graduates of the province; (3) to inculcate amongst them a spirit of self-reliance and to prevent the waste of energy by directing it into proper and useful channels; (4) to arrange for the training of the unemployed in business, trade and industry by enlisting the sympathy and co-operation of businessmen and industrialists; (5) to assist the unemployed in earning their livelihood by starting small trades and industries, coaching schools and tutorial classes; and (6) to guide and co-ordinate their activities in general.

The meeting appointed a committee to organise the Association. A meeting of the unemployed will be held during the first week of August next.

(The Leader, 19-7-1936) *

62

Middle Class Unemployment in C.P.: Resolution

Adopted by Legislative Council. †

Mr. C.B.Farakh moved in the Central Provinces Legislative Council on 28-7-1936 a resolution urging the local government to appoint a special committee of non-officials, officials and experts to investigate the subject of unemployment in the Central Provinces and Berar, especially among the educated classes, and to suggest ways and means to remedy it.

In moving the resolution, Mr. C. B. Farakh drew attention to the existing unemployment among all classes. The committee he proposed would bring the employer and the employee together, helping to ease the ~~poor~~ position. A number of educated men could be absorbed in small industries. The Maharastrian and Hindustani young men were loath to take to industrial pursuits involving manual labour. He also suggested the setting up of an unemployment bureau. He advocated industrial, technical and vocational education, of which there was lack in the province.

The Chief Secretary, Mr. A.L.Binney, in the first instance opposed the unemployment bureau idea since it did not form part of the resolution. Then he voiced the opposition of the Government to the motion because they considered that no useful purpose would be served by the appointment of the committee to investigate a problem which had been already exhaustively examined elsewhere in India and in this province, where a committee was appointed by the Council in 1930 which died a natural death owing to the dissolution of the Council. He declared that the unemployment problem was not so acute in the province. Even when famine or scarcity was not declared,

Government opened test works for the unemployed among agriculturists. Governments were probably the greatest employer of educated labour. But the use of public revenues for the employment of educated persons beyond the requirements of Government was unjustifiable. In the light of the report of the Sapru Committee and other committees, the Government, the Chief Secretary said, were doing all they could to relieve unemployment. The Chief Secretary also directed attention to the increased scope for employment in agriculture and industries, and referred to the practical bent introduced in the schools of the province to enable the students to earn their living by the pursuit of some calling or other.

On the motion being put to the House, it was declared carried. Although government were opposed to the appointment of the committee, they did not claim a division.

(The Times of India, 30-7-1936). †

Educated Unemployed in the Punjab: Government to
Start Unemployment Bureau.

The Punjab Ministry of Local Self-Government is ~~now~~ expected to announce early in August a plan for the establishment of an Employment Bureau to relieve unemployment among the educated classes in the provinces. This Bureau will be the beginning of a campaign to solve this problem. The Industries Department will start by recording statistics of unemployment among all classes of graduates and students passing out of intermediate colleges, secondary schools and industrial and technical schools and institutes, and help to bring together employers and unemployed, who will be

invited to make applications to the Director of Industries stating their qualifications and the posts for which they consider themselves fit.

When the educated unemployed have been registered, their names will be forwarded to Government and private employers who have suitable vacancies. The Government will not guarantee employment but the method chosen will bring together employer and unemployed and also reveal the true state of unemployment in the province and the categories of qualified men among whom it is most severe.

(The Statesman, New Delhi,
28-7-1936). †

65

Co-operation.

Progress of Co-operative Movement in Burma, 1934-35. †

General Remarks.- In his annual report on the working of Co-operative Societies in Burma during the year ending 30-6-35, the Registrar of Co-operative Societies of the Province remarks that liquidation work continued to absorb the energies of the Department as in previous years and extension, expansion or propaganda work were not pursued during the year under report. Notwithstanding these disadvantages, public enthusiasm which was on the wane lately was aroused to a considerable extent when non-officials organised an all-Burma Co-operative and Agricultural Conference at Mandalay on 2 and 3-1-35 to discuss the present stagnation in the Co-operative movement and to devise ways and means of reviving it.

Statistics of Societies and Membership.- There were 2,138 societies of all kinds at the close of the year under review as against 2,165 at the close of the previous year. Of the 2,138 societies, 11 were Central Banks, 150 non-agricultural credit societies, 1,453 agricultural credit societies and 524 other societies. The total membership of the 2,138 societies was 75,494 as against 75,592 during 1933-34.

General Features.- The closure of all credit by financing banks had the immediate effect of stopping work in the living societies. The activities of these bodies therefore merely consisted of collecting old debts and making part repayments of their dues to the Central Banks without a corresponding return from them in the way of small loans in order to keep the movement going. The condition of these moribund societies may be said to have gone from bad to worse owing to increased indebtedness to outside money-lenders whose rates of interest were usually exorbitant. Another disturbing feature was the rapid accumulation of land in the hands of the official liquidators whose activities merely resulted in more lands being bought in because of lack of buyers at auction sales conducted by the revenue authorities.

During the year of report a scheme of reconstruction of both the living and the dead societies was prepared and submitted for t

* Report on the working of Co-operative Societies in Burma for the year ended the 30th June 1935.- Rangoon: Supdt., Govt. Printing and Stationery, Burma. 1936.-Price. Rs.1-8 = 2s.3d. -pp.84

HK.2

the consideration of Government. The main features of the scheme are the speedy disposal of the accumulated land to members of societies who could afford to purchase them by yearly payments of small amounts spread over a period of 10 to 15 years, the reduction of old debts by setting them off against shares, deposits and reserves and the revival of the working of these societies under a new set of by-laws which have been carefully framed to avoid the pitfalls of the past. The two most noticeable features of the new scheme of work are the encouragement of thrift and the linking of credit with marketing of crops by which all repayments of loans will in future be made mostly in kind.

Outlook for the future.- The present report, it is stated, is a record of failures and set-backs of the co-operative movement in Burma. There has been no progress made in any direction whatever. The demoralising effects of the numerous liquidations all over the province have had their repercussions amongst the living societies, for all transactions in the latter are now at a complete standstill. The outlook for the future, however, is not sombre, for the Government has recently agreed in principle to the introduction of the reconstruction scheme which in effect is a debt conciliation process. It is proposed to effect a general reduction of bad debts against the reserve funds which at present exist only on paper and old loans will be made payable in small instalments spread over a series of years according to the members' repaying capacities. The land will be given back to members on a rent-purchase bond by which its current value will be recovered by yearly instalments spread over a period not exceeding 15 years. In this way it is hoped to recover a considerable portion of the loan granted by Government to the Burma Provincial Bank (no in liquidation). A new set of model by-laws have been framed and co-operative marketing has for the first time been linked with credit. The collection of debts will in future be made mostly in kind. But these ideals can only be realised by the provision of a very strong supervising agency and it is hoped that funds will be provided for the purpose. By an intense concentration on the work of the primary co-operative societies, the Department expects to make considerable improvement and progress in the near future.

(The progress of Co-operative Movement in Burma during 1933-34 was reviewed at page 71 of our April 1935 report). +

69

Co-operation.

Enquiry into Co-operative Movement in Mysore:

Report of Committee. *

References were made at page 50 of our September 1935 and page 45 of our October 1935 reports to the appointment by the Mysore Government of a Committee under the chairmanship of Dewan Bahadur K.S.Chandrasekhara Iyer, Retired Chief Justice, Mysore High Court, to enquire into the present state of the Co-operative movement in the State and to make recommendations for laying down a sound policy for the future. The Committee has recently submitted its report, a short summary of which is given below.

Present Position of the Movement.- Summing up the present position of the co-operative movement in the State, the report says: "The movement has indeed been passing through a critical period in Mysore in common with other parts of India. Attention has, for some time, been concentrated in Mysore on efforts to strengthen existing societies and improve their working and management, on the speeding up of recoveries, the reduction of overdues, and the scrutiny of loans and the sufficiency of the security therefor, and generally on measures for ensuring the financial stability and soundness of primary and central institutions. This, of course, is the only prudent policy for the abnormal period through which the movement has been passing".

Dangers of being Over-Caution.- But the above policy is not a policy which can create enthusiasm. Nor is it one which can be indefinitely pursued, if the movement is to grow and thrive. As a matter of fact, it is to be feared that the stress laid on caution and consolidation is having the untoward consequence of starving even good societies and honest members. The danger of stagnation has become real; and the question whether the pace of advance in organisation and development cannot now be accelerated is assuming importance.

Immediate Outlook.- The ~~ix~~ immediate outlook is not by any means discouraging or such as to cause despair to those to whom its welfare is primarily entrusted. Meanwhile, it is quite necessary to complete the process of rectification already undertaken, a process, which, though undoubtedly tedious and difficult, cannot be delayed or dispensed with. The position is not peculiar to Mysore. The years 1928-29 to 1934-35 have been years of anxious questioning and searching of heart everywhere.

K.2. 68

Recommendations (1) An Advisory Committee on Co-operation to be Formed.— The Report recommends that no important change of policy should be embarked upon without consultation with responsible non-official opinion. ~~As~~ As one means of making such opinion always available when required, the Committee support the suggestion made for the formation of an advisory committee - at first wholly nominated. Such a committee should be of special help in connection with the framing and alteration of rules, by-laws and forms of accounts. Both officials and honorary workers should be encouraged to study ~~a~~ Co-operative developments in other parts of the country.

Relief to Borrowers.— There is need for effective legislative action, on the one hand, to control the transactions of money-lenders and minimise unscrupulous and dishonest practices on their part, and, on the other, to afford relief to borrowers from some of the harsher ^{methods} incidents of unrestricted usury. Some sort of restrictive control is necessary over the transactions of professional money-lenders. Such control ~~is~~ is not likely to be effective without provision, among other things, for compelling this class of persons to obtain licences, to maintain regular accounts of their transactions, to grant receipts in due form for all payment received and to abstain from charging excessive interest or compound or penal interest. Provision has also to be made for helping the debtor to pay off the conciliated debt immediately. No organisation save Government can command resources adequate for debt conciliation on an extensive scale; but where the amount involved is likely to be very large, and the number of cases to be dealt with is quite considerable, direct liquidation by Government agency is impracticable. The help of the Land Mortgage Bank may be utilised in all cases where the debtor can offer adequate security and has sufficient surplus income from which to pay the instalments of the debts according to settlement.

Voluntary Debt Conciliation.— Direct conciliation through the medium of co-operative and land mortgage societies may occasionally be possible, But it can only be done on a purely voluntary basis, and on the understanding that in all such cases the societies are prepared to help the debtor to discharge his liabilities and in the last resort to take them over themselves.

Co-operation and Uplift of the Ryot.— The final solution of the problem of rural poverty lies in a material improvement of the economic position of the ryot population, through the steady pursuit of a policy aimed directly at that end. Such a policy will make provision, among other things, for actively helping the agriculturist to adopt improved methods of cultivation familiarised through demonstration and instruction, and by the advance of any necessary capital; for the introduction of subsidiary occupations which will tend to add to his ordinary income from agriculture; and for the steady expansion of education among the rural population.

Long Term Loans.— The combination of short and long term finance is inadvisable and likely to lead to disastrous results.

Long term finance should be left entirely to land mortgage and other special institutions.

Rate of Interest.- The rate of interest charged on loans, namely, 8 per cent is too high under existing conditions, and far beyond the capacity of the ordinary agriculturists. The rate charged should not, as a rule, exceed 6 per cent.

Redemption of Debts of Government Servants.- It is necessary to ~~to~~ devise a scheme for the redemption of the existing outside debts of officials, ~~preferably~~ preferably through the agency of departmental societies.

(The Hindu, 14-7-1936). +

Agriculture.The Central Provinces Debt Conciliation(Amendment) Bill, 1936.

Attention is directed to pages 247-248 of Part II of the Central Provinces Gazette, where a Bill to amend the Central Provinces Debt Conciliation Act, 1933, is published. The Bill makes provision for: (1) the verification of statement and particulars of debt in order to prevent the submission of false statements of debts by creditors; (2) the Boards being empowered to order the production of any document required to trace the history of any particular debt; (3) the deposit of amounts due under an agreement if the creditor refuses to accept it, or if there is a dispute about the personality of the creditor and (4) a board to review its orders on its own motion, if necessary. +

Maritime Affairs.Problems of Seamen: Views of Bombay Chamber of
Commerce on Report of the Preparatory Maritime Meeting, 1935. †

In March 1936, the Government of India sent out copies of the Report of the Preparatory Maritime Meeting held at Geneva in November-December 1935, to industrial organisations, inviting expression of their views. The Bombay Chamber of Commerce in communicating its views on the Report, endorses the views of the shipowners' representatives at the Conference. Commenting on some of the points raised in the Report, the Chamber states that international legislation of this nature in the past had tended to penalise the good shipowner and the good shipowning country and had made it harder to compete with both the non-signatory countries and with signatory countries which did not honour their international agreements to the full. Germany, Italy and Soviet Russia, all large shipowning countries, did not appear to be parties to these discussions, while there were also countries of lesser importance remaining outside the proposed legislation.

Manning.- As had been stated in the discussions, international regulation of manning, etc., could not fairly be attempted without international wage scales. The Committee consider that an international manning scale should be supported subject to the above proviso. The requirements of various types of vessels, the variety of propelling machinery, of auxiliaries and of cargo gear and the diversity of navigational and trade conditions would make it essential to have a complicated scale of manning. The scales suggested hardly met these requirements. The Committee are definitely opposed

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to a manning scale for stewards (other than those catering for officers and crew) and also to regulation of hours of work for stewards attending on passengers. The Committee's information is that stewards themselves did not want to be tied down as they regarded their work more as personal service than general service. They usually received compensation for any extra work performed in the shape of tips and their work was not hard or continuous especially in the ~~max~~ eastern or any other seasonal trade. The requirements of passengers must be given first consideration more especially in competitive trades. An attempt to regulate hours of work of waiters ashore ended in failure as it was found to be impracticable to apply such legislation to catering business. It was obvious that the difficulties would be greater still on board ship.

Leave with Pay. - Leave with pay to seamen would entail a complete reorganisation of the system of engagement and the inherent possibilities of abuse were so great that the Committee considered it would be better to abandon the proposal altogether. Officers and engineers were already provided for in most lines and in any case their Associations could deal with points affecting their interests. The case of a subordinate rating is different. In the majority of cases, his service with a steamer or line is not continuous and on discharge he seeks employment with the first steamer requiring hands. Presumably if he were entitled to leave he could not sign on again with the same line until his leave period had expired. This might result in his having to wait a long time for another ship. Alternatively he might sign on at once in another vessel and the purpose of the leave would be lost. In the latter case leave

pay would only be an increase in wages, which in the present parlous state of British shipping cannot be justified; in fact, it might prove to be suicidal. If it resulted in further handicapping ^{of} the shipowner in world competition the only sequel would be increased unemployment.

(Summarised from the Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during April and May 1936) 4

Raising Minimum Age for Admission of Children to
Employment at Sea to 15: Views of Bombay
Chamber of Commerce.

At page 75 of our report for June 1936 ~~xxx~~ ^{were} summarised the views of the Bengal Chamber of Commerce on the proposal of the I.L.O. to raise the minimum age for employment at sea from 14 to 15. The Bombay Chamber of Commerce also has expressed the view that it had no objection to the minimum age for admission of children to employment at sea being raised from 14 to 15 years, provided Article 5 of the Draft Convention of 1920 was not altered and section 37B of the Indian Merchant Shipping Act was retained in its present form. Article 37B of the Indian Merchant Shipping Act exempts a young person employed on nominal wages when he is in charge of his father or other adult near male relative.

(~~3~~ Summarised from the Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during April and May 1936).

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Migration.

Disabilities of Indians Overseas:

Committee to suggest Retaliatory Measures urged by

Assembly Resolution. +

Mr. C. N. Muthuranga Mudaliar, M.L.A., and others of the Assembly Congress Party have given notice of the following resolution to be moved at the next session of the Assembly:-

"Whereas the condition of Indians overseas is giving serious cause for concern in consequence of their ever-increasing disabilities and hardships, and whereas all the methods of persuasion and representation employed by the Government of India on their behalf have proved utterly inadequate, this Assembly recommends to the Governor-General-in-Council to appoint a committee of the members named below (names will be supplied later) to propose effective measures retaliatory or otherwise to remedy the present state of humiliation and distress of Indians abroad and to secure complete repeal of all discriminatory laws and rules, directly or indirectly affecting them or prejudicing their interests."

The Foreign Department of the All India Congress Committee issued in the last week of June 1936 a statement reviewing the position of Indians in South Africa and the various disabilities that have been imposed on them from time to time. The following points are extracted from the statement:-

Forthcoming Visit of S.African Delegation.- The acceptance by the South African Union of the Government of India's invitation to pay the country a visit of courtesy and goodwill has again brought to the fore the question of Indians in colonies.

Mr. Beyer's Visit.- Ten years ago, a similar delegation to this country headed by Mr. Beyer is ~~said~~ said to have produced tangible benefits. The Asiatic Bill of 1925 discriminatory against Indians was replaced by an agreement informed by racial understanding and good-will known as the Cape Town Agreement, 1927. A number of visits and delegations and conferences between the two countries have since taken place, it is said, to the good of India.

Disabilities of Indians.- An unofficial estimate of the Indian Imperial Citizenship Association puts the total number of Indians in South Africa at ~~2 million~~ ^{2,000,000} in 1935. According to the 1926 official estimate they numbered 173,792 of whom 151,390 lived in Natal. The European settlers of Natal, to say the least, are no votaries of

the principles of racial harmony. As far back as 1894, they had proposed a law depriving Indians of the Parliamentary franchise and, after a minor setback, they finally put through the Disfranchisement Act of 1896. Finally in 1925, the Indians were further deprived of their municipal franchise. The stories of other public and social indignities, reserved tramcars and derogatory epithets and of economic disabilities are too well known to be repeated here.

Plight of Transvaal Indians.- The Province of Transvaal with a population of 15,747 Indians has a still more revealing history. By the law of 1885, Indians were debarred from ownership of land in proclaimed areas, which means, of good lands; the Gold Law of 1908 deprived them of the right of residence in these areas; by the Asiatics Amendment Act of 1919 they could start no new business; and finally, the Transvaal Asiatic Land Tenure Act of 1932, the crowning piece of the edifice, has withheld from them both the right of residence and trade except in their own bazars.

Reasons behind S. African Visit.- Referring to the international context in which the visit is taking place, the statement says: South Africa, in recent months, has shown a nervous anxiety. She is afraid of Italian aggression and German plans. Mr. Pirow, the Defence Minister, who a year ago would not listen to joint Imperial defence is only too eager to have it now. It is also interesting to observe certain newer trends among the Indian colonists. The Colonial Born and Settlers' Association of Transvaal founded in July 1933 appears to be aggressively dissatisfied with the South African Government's schemes of assisted emigration of Indians back to India or elsewhere. And assisted emigration seems to have been the basic item in the Cape Town Agreement, 1927. The Association's work for inter-racial co-operation and understanding in South Africa appears to be directed towards ^{closer} ~~near~~ relations between Negroes and Indians.

(The Hindu, 29-6-1936) +

General.

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Bombay Provincial Liberal Conference:

Resolutions re. Social and Economic Programme of Party. +

The Bombay Provincial Liberal Conference held its annual session at Sholapur on 18 and 19-7-1936 under the presidentship of Sir Cowasji Jehangir. The following resolutions having reference to the Liberal Party's programme for economic and social uplift of the masses, and to Indians abroad, were among those adopted by the Conference:

Liberal Party's Economic Programme.- This Conference is of opinion that every effort should be made to put up Liberal candidates for both the Chambers of the Bombay Legislature and recommends to the Liberal Associations in the Presidency to take active steps in this behalf.

The Liberal candidates shall appeal to the electorate on and undertake to carry out the following programme:-

(a) to secure an early revision of the new Constitution with a view to the attainment of Dominion Status at the earliest possible date;

(b) Ministers will resign office if the safeguards or reserved powers of the Governors are exercised unreasonably or arbitrarily for interfering with the responsibility of Ministers, or if the Governor acts against the spirit of the Constitution;

(c) to promote and support legislation having for its object the improvement of the condition of the agriculturists, by

- (1) a reform of the land revenue system;
- (2) protection of the interests of agricultural tenants;
- (3) relief of agricultural indebtedness by such measures as debt conciliation and legislation for debt redemption through extension of the policy of establishing land mortgage banks and improvement of existing co-operative agencies;
- (4) encouragement of indigenous industries and particularly cottage industries by all possible measures;
- (5) establishment of a system of compulsory primary education, particularly for the labouring and Scheduled Classes;
- (6) rural uplift through such measures as improved sanitation, medical relief, better housing, improved animal husbandry, etc.
- (7) measures for relieving unemployment both of industrial and agricultural labour and of the educated classes;
- (8) legislation for protecting the interests of and improving the condition of industrial and agricultural labour;
- (9) removal of untouchability by all suitable means.

Indians Abroad. (a) Zanzibar.- This Conference records its satisfaction at the unanimous report of the Agricultural Indebtedness Commission appointed by the Zanzibar Government which supports the conclusions arrived at by Mr. K.P.S. Menon, I.C.S., who, in his report to the Government of India, exposed the one-sided character of the anti-Indian decrees and requests the Government of India to press for the repeal of these decrees.

(b) South Africa.- This Conference, while strongly opposed to the principle of residential and commercial segregation of Indians, on which the Asiatic Land Tenure Act of the Union of South Africa is based, urges the Government of India to press upon the Union Government the justice and necessity of providing adequately for the existing and the future needs in dealing with the report of the Feetham Commission. This Conference also urges the Government of India to take steps to protect the rights and interests of Indian settlers in connection with the operation of the Union Slums Act.

This Conference accords a cordial welcome to the deputation from South Africa which is visiting India and trusts it will lead to a better understanding between the two countries.

(c) Fiji.- This Conference expresses its acute dissatisfaction with the recommendations of the Fiji Legislature to substitute nomination for election to the Fiji Legislative Council and urges the Government of India to represent to His Majesty's Government that the proposal will injuriously affect Indian interests and will be greatly resented in India.

(The Servant of India, 23-7-1936). +