

	<u>Pages.</u>
(3) Clerks in Commercial Offices. ...	64
7. <u>Economic Conditions.</u>	
(1) Congress and India's Public Debts. ...	65
(2) Scheme for Re-export of Foreign Cloth ...	65
(3) Mill Merger Scheme : Reasons of Failure ...	66 - 67
(4) Protection for Indian Match Industry. ...	67 - 68
(5) Protection to Paper Industry ...	68
(6) Government of India Budget for 1931 -32 ...	69 - 71
8. <u>Unemployment.</u>	
(1) Unemployment in Bombay; Need for Labour Exchanges ...	72 - 74
(2) "Compulsory Leave" Scheme ...	74 - 75
9. <u>Social Conditions.</u>	
(1) Child Marriage Restraint Act, 1931, Idar State.	76
(2) Restraint of Child Marriage in Mysore State	76 - 77
10. <u>Co-operation.</u>	
(1) Progress of Co-operation in the Bombay Presidency, 1929-30... ..	78 - 79
(2) Progress of Co-operation in the Madras Presidency, 1929-30.	80 - 84
(3) 2nd All-India Co-operative Institutes' Conference, 1931. Hyderabad.	84 - 86
11. <u>Women and Children.</u>	
(1) Boys' Welfare Association, Calcutta. ...	87 - 88
12. <u>Maritime Affairs.</u>	
(1) Conference of Eastern Countries on Pilgrim Traffic in the East.	89
13. <u>Migration.</u>	
(1) Government of India's Deppatch re: Closing Union of East Africa.	90 - 91
(2) Indian Emigrants to France; Rules for Admission, 92	92
(3) 4th All-Malaya Indian Conference, 1931, ...	93
(4) Indians in British Self-Governing Colonies....	94 - 95

References to the I.L.O.

Wide publicity has been given in the Indian press to an address on "India's International Status" delivered by Dr. Lanka Sundaram before the Grotius Society, London, on 26-3-1931, with Professor R.W. Lee, Professor of Roman Dutch Law in the University of Oxford, in the chair.

In his address, Dr. Sundaram emphasised the influence of the Great War on India's position, both within the Empire and in the comity of nations and pointed out that, though the Government of India was part of the British Government, the division of sovereignty between the two constituent parts of the Government was increasing ly in favour of the authorities at New Delhi.

In support of his contention, the speaker pointed out that the Treaty of Versailles has introduced a fresh element in the status of India in the comity of nations. The Treaty of Versailles may be taken as the actual starting point of the development of the international status of India. Indian plenipotentiaries took part in the peace discussions and signed the Peace Document along with the representatives of other sovereign States on a basis of legal and actual equality of status. The judicial basis of India's external sovereignty has been tacitly recognised by the sovereign States of the world.

As a corollary to the above arrangement, India became a signatory to the Covenant and an original member of the League of Nations. This is another far-reaching step in the elevation of the status of India in international law. But India's peculiar constitutional position gave rise to numerous protests from foreign representatives. Article 1 of the Covenant postulates full self-government as the criterion of future membership of the League of Nations and by implications demanded that India should undergo such a test. At one time grave doubts were held as to the feasibility of India becoming a member of the League at all. But it was pointed out that self-government is the goal aimed at in India and that steps had already been taken to inaugurate such a government in the shape of the Government of India Act of 1919 and this assurance alone saved the situation and India was finally ~~now~~ mentioned in the Annex of the Covenant. After this important issue had been settled, an attempt was made to extend the international status of India. The League Mandate for the administration of German East Africa (now Tanganyika) was at one moment on the point of being granted to India, but this courageous step which would have enhanced the value of the juridical basis of India's international status, was, at the last moment, withdrawn in favour of Great Britain.

But the fact remains that India is a member of the League of Nations and that she has actually participated in its activities. Thus Indian delegations attend the annual sessions of the League of Nations and the International Labour Conference and vote along with the representatives of foreign States on a basis of equality. On account of her extended international status, India has secured representation at non-League conferences. Furthermore, India has secured representation on several permanent bodies of the League of Nations such as the Governing Body of the International Labour Office, the Advisory Committee on Opium and Drugs, the Economic Committee, the Health Committee and the Committee of Intellectual Co-operation. Finally, an Indian presided over the XIth International Labour Conference and another succeeded in carrying through the last year's League Assembly a resolution for an enquiry into the economic depression of the world.

Even though the Indian Delegations to the League and other International Conferences are not political or national in character, in the sense that they are not appointed by a sovereign parliament in India, but are selected by the Secretary of State in consultation with the Government of India, India's representatives were able to pursue an independent line of action even as against the wishes of His Majesty's Government. This is a point of tremendous importance to the operative side of India's status in international law. ~~I will give you a few~~ On the labour side this feature of India's international activity is most prominent. Thus India took an independent line at the Washington Labour Conference of 1919 (hours convention) the Genoa Maritime Conference of ~~192~~ 1920 (employment of Indian seamen); the International Labour Conference of 1921 (weekly rest day); the Barcelona Transit Convention of 1921; the Conventions on the Suppression of Traffic in Women and Children (1921) and on Traffic in Obscene Publications (1923); and the Convention on Opium and Drugs (1925). On the League side it is remarkable to note that ~~they~~ in the First Committee of the First Assembly, India and Australia voted in a minority as against Great Britain and other Dominions on the subject of the method for ~~a~~ the selection of four ~~a~~ non-permanent members of the League Council, while India voted against the whole Commonwealth in regard to the second part of the resolution in question. Again, in 1920 and 1921 India urged successfully for economy in League expenditure. These instances demonstrate the fact that the competence of India in international law to pursue a particular line of policy is not questioned either by the British Commonwealth of Nations or by the rest of the world.

While emphasising that India's membership of the League of Nations and of the International Labour Organisation has raised India's international status, Dr. Sundaram insisted that the personnel of future Indian delegations to the international conferences should be selected and instructed by the new Federal cabinet to be created in India and that the position of Indian States should be defined in such a manner as to provide for the application of international conventions.

The full text of Dr. Sundaram's ~~speech~~ ^{is} lecture has been published in the Hindu of 11-4-31, in which also published an editorial comment on the lecture. The Pioneer of 13-4-31, the Hindustan Times of 13-4-31, and New India, ~~at~~ Madras, of 23-4-31 (Vol.V. New Series. No.4) publish detailed summaries of the lecture.

... ..

The Statesman of 2-4-31, the Hindu of 2-4-31, the Times of India of 3-4-31 and New India, Madras, of 9-4-31 (Vol.V. New Series. No.2) publish detailed summaries of the discussions which took place in the Legislative Assembly on 1-4-31 on the question of the ratification of the Salariied Employees' Convention adopted by the 14th Session of the Labour Conference.

(The full ~~text~~ ^{report} of the discussions extracted from the Legislative ~~Assembly~~ Debates, is given at pages 9-27 of this report.)

... ..

The communique issued by the Government of India under date 10-4-31 regarding the personnel of the Indian delegation to the 15th session of the International Labour Conference has been published in the Hindu of 11-4-31, the Pioneer of 12-4-31, the Hindustan Times of 12-4-31 and New India, Madras, of 16-4-31 (Vol.V. New Series.No.3) The following is the composition of the Indian delegation to the 15th Labour Conference:-

To represent the Government of India - delegates: (1) Sir Atul Chatterjee, High Commissioner for India, London, and (2) Mr. A.G. Clow: Substitute delegates, and advisers: (1) Mr. Tin Tut, Deputy Secretary to the Government of India, Department of Industries and Labour; and (2) Mr. A Dibdin, India Office, London. Adviser: (1) Mr. N. A. Mehrban, Bombay Labour Office.

To represent employers -Delegate: Mr. Walchand Hirachand,
Chairman of the Board of Directors of the Scindia Steam Navigation
Company Ltd., Bombay. Advisers: (1) Mr. S.C.Ghose, Chairman, Indian
Mining Federation, Calcutta; (2) Mr. E.S.Tarlton, Chairman, Indian
Mining Association, Calcutta, and (3) Mr. Rameswara Bagla, Cawnpore.

To represent the workers: Delegate: Mr. R.R.Bakhale, Secretary,
Indian Trades Union Federation, Bombay; Advisers: (1) Mr. Fazlur
Rahman, Vice-President, Indian Seamen's Union, Calcutta; (2) Mr. R.W.
Fulay, M.L.C., Nagpur, and (3) Mr. V.M.Ramaswami Mudaliar, M.L.C.,
President, Madras Central Labour Board.

Mr. N.A.Mehrban will also act as Secretary to the Delegation.

... ..
A ^{Reuters's} ~~reuter's~~ message to the effect that the British Government
proposes to ratify the Draft Convention against Forced Labour
adopted at the 14th international Labour Conference and to apply it
without modification in all its colonies, protectorates and man-
dated territories has been given wide publicity in India. The
message has been published in the Hindu of 23-4-31, the Pioneer
of 24-4-31, and the Times of India of 25-4-31.

New India, Madras, in its issue of 7-5-31 (Vol.V New Series.
No.6) adduces two reasons why India should ratify the Convention.
They are (1) that there is a tendency observable to utilise the
so-called "Criminal Tribes" of India as strike breakers during
industrial disputes (see page 39 of this report), and (2) that
ratification by India would exert a moral pressure on those Indian
States where forced labour exists to follow the example of British
India.

The Times of India of 25-4-31 publishes a short editorial
article under the caption "Freeing the Slaves" complimenting Great
Britain on being the first country to ratify the Forced Labour
Convention in the course of which it observes "It is fitting that
Britain, the biggest colonial power in the world, should be the
first to sign it; when other colonial powers follow suit, an im-
portant step towards the abolition of slavery will have been taken".

~~comment on the subject.~~

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...

An Associated Press of India message to the effect that the Washington and Geneva Conventions ~~regulating~~ regulating the Hours of employment and periods of rest have been applied to the North Western and East Indian Railways, has been published in the Hindu of 29-4-31, the Times of India and the Hindustan Times of 30-4-31 and New India, Madras, of 7-5-31 (vol V New Series No.6).

...

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...

The Hindustan Times of 13-4-31 publishes the full text of the Geneva Communique dated 23-2-31 on "Unemployment and Monetary Fluctuations", a copy of which was supplied to the paper by this Office.

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...

The Indian Review, Madras, in its combined issue for April and May 1931 (vol XXXII, Nos. 4 & 5) and the Hindustan Times of 27 and 29-4-31 publish an article under the caption "Labour in the New Constitution" contributed by the Director of this Office. The article, ~~xx~~ after reviewing the place assigned to labour in most of the important Federal Constitutions, registers a strong plea for making labour a federal subject and not merely a Central subject in the future constitution of India.

...

...

...

Mr. V.V.Giri, Barrister-at-Law, General Secretary of the All-India Railwaymen's Federation, in the course of his presidential address on 3-4-31 at the 6th annual conference of the M. & S. M. Railway workers at Bangalore pointed out that it was legitimate for the workers to agitate for making labour a federal subject in the

new constitution of India. He pointed out that unless labour was made a Federal subject, the effective ratification of International Labour Conventions would be beset with many difficulties.

The text of Mr. Giri's speech is published at pages 273-276 of the April 1931 issue of the M & S.M. Railwayman, Madras (vol.2. No.10, ~~Part~~ Part I). Extracts from the speech are also published at pages 149-151 of the Indian Labour Journal, Nagpur, in its April 1931 issue (Vol.VIII, No.7).

... ..

The Indian Post, the organ of the All-India Postal and R.M.S. Union reproduces at pages 142-144 of its April 1931 issue (Vol.II, No.4) the article contributed by Mr. H.W.Lee of the British Trade Union Congress, under the caption "Indian Labour and the Round Table Conference" to the Industrial Review, London, (Vol.V, No.2, February 1931.). In his article Mr. Lee refers to the great efforts made by Messrs. N.M.Joshi and B.Shiva Rau at the Round Table Conference to get labour made a federal subject.

... ..

The Statesman, Delhi, of 30-4-31 publishes a communique issued by this office on the I.L.O. Budget estimates for 1932.

(Copies of the communique have been sent to Geneva with this office's minute H.2/410/31 of 30-4-31).

... ..

Mr. B.Shiva Rau, (an adviser to the worker's delegate to the 14th Labour Conference) in the course of his presidential address at the Travancore Labour Association, Alleppy, referred to post-war labour conditions and paid a tribute to the beneficial influence the I.L.O has exerted on the course of labour legislation in India

The full text of Mr. Shiva Rau's speech has been published in the Hindu of 12-4-31.

... ..

The Servant of India of 16-4-31 (Vol.XIV, No.16) published a review of the book "Labour Organisation" by J.Cunnison, contributed by the Director of this office. Reference is made ~~in~~ in the review to the part played by the I.L.O. in stimulating trade union activity and the help which the I.L.O renders in bringing national trade unions' movements into healthy contacts with the whole body of organised labour in other countries.

... ..

The Trade Union Record, Bombay, publishes in its April 1931 issue (Vol.2, No.2.) the press communique issued ~~by~~ by the Government of India announcing the three items on the agenda of the 15th Labour Conference.

... ..

The Indian Labour Journal, Nagpur, publishes at pages 139-142 of its April 1931 issue (Vol.VIII, No.7) an article contributed by the Director of this office under the caption "Unemployment: A World Problem". The article deals with the extent ~~and~~ and seriousness of the problem and gives a brief description of the efforts made by the I.L.O to combat the unemployment menace.

... ..

The Indian Labour Journal, Nagpur, publishes at pages 143-144 of its April 1931 issue (Vol.VIII, No.7) the sections of the article on "Labour Legislation in India" by Dr. R.K.Das (published in the November 1930 issue of the International Labour Review), dealing with mining and transport legislation. The earlier portions of the article have been published in the February and March 1931 issues of the Journal.

... ..

The March 1931 issue of the Labour Gazette, Bombay (Vol.X, No.7) reproduces at pages 680 to 681 the Geneva note on "Indian Employers and the International Labour Organisation" published in "Industrial and Labour Information" in its issue dated 23-2-31.

... ..

India and the Regulation of Hours
of Work in Commerce.

Legislative Assembly Proceedings.

The following extracts are taken from the Indian Legislative Assembly Debates of 1st April 1931:-

Mr. J. A. Shillidy: (Secretary, Industries and Labour Department) : Sir, I move:

"This Assembly , having considered the following Draft Convention and Recommendations adopted by the Fourteenth Session of the International Labour Conference:

(1) Draft Convention concerning the regulation of hours of work in Commerce and Offices;

(2) Recommendation concerning the regulation of hours of work in hotels, restaurants and similar establishments;

(3) Recommendation concerning the regulation of hours of work in theatres and other places of public amusement; and

(4) Recommendation concerning the regulation of hours of work in establishments for the treatment or the care of the sick, infirm, destitute or mentally unfit,

recommends to the Governor General in Council that he should not ratify the Draft Convention nor accept the Recommendations."

I think it will be in accordance with the desire of the House that my remarks on this Convention should be as short as possible, subject, of course, to the condition that I place the House in full possession of the contents of this Convention and of the reason why we recommend the Governor General in Council not to ratify the Convention. I may say that it is with great regret that we have come to this decision and when I say that it is with great regret it is not merely a manner of speaking. I think I can appeal with full confidence to the record of the Government of India in its labour legislation and to the record of this House in the support that it has given to the Government of India in the matter of labour legislation and labour conventions to show that we can come to a decision of this kind only most reluctantly and because we are convinced that the Convention which we have under consideration is one which we cannot accept. Before I go to the actual terms of the Convention, I would just like to remind Members of something which I am sure they will remember. But nevertheless let me remind them again that once you ratify a Convention you cannot ratify it with reservations. You ratify it fully and if you ratify it, you must implement it hereafter fully in every detail. Now, Sir, let me invite the attention of the Members to the

Convention itself. I believe Members have had a copy of the Convention supplied to them. Article I shows that it applies to persons employed in the following establishments, whether public or private, commercial or trading establishments, establishments and administrative services, mixed commercial and industrial establishments. I need not go through it ~~at~~ all. Then the second part of that Article says that it shall not apply to persons employed in certain establishments. And I would just remind Members that if they will look at the Recommendations they will find that these Recommendations refer to those establishments which have been exempted in the second part of this Article. Then the third part of the Article says that it is open to the competent authority in each country to exempt from the application of the Convention (a) establishments in which only members of the employer's family are employed, (b) offices in which the staff is engaged in connection with the administration of public authority, (c) persons occupying positions of management or employed in a confidential capacity, and (d) travellers and representatives. The first point I wish to make is - and it is a matter of some importance as I shall be able to quote on authority afterwards - that the first objection to this Convention is that it is so very wide that it attempts to include within one Convention establishments of a most different kind both in character and in degree throughout the whole of the country. It is not, I put to the House, a sound or wise practical proposition to attempt to include within one Convention conditions of work which vary so much. Then the wording of Articles 3 and 4 is not very clear, but I think it is quite clear as to what is meant. The hours of work of persons to whom this Convention applies shall not exceed 48 hours in the week, and normally 8 hours, but in no case more than 10 hours in the day. I may point out that in Article 6 it is permitted to have a spread-over. To give an example. You may have 60 hours in one week but then in that case you would have 36 hours in the next week, if you are spreading out over a fortnight. Here, again, I would like the House to consider whether it is wise to accept a Convention which asks for 48 hours a week in regard to commercial houses and trading establishments when actually at the present time under the Washington Hours of Work Convention we may have a 60 hour week in India, when under the Factories Act we have a 60 hour week, when under the Mines Act we have a maximum of 60 hours for work above ground and a maximum of 54 hours for work underground. Therefore, I think that the House will agree with me that this Convention is going much too fast and that it has not taken into consideration the special conditions of India when they ask us to accept 48 hours a week straight off.

Mr. K. Ahmed (Rajshahi Division; Muhammadan Rural): What was your representative delegate doing there?

Mr. J. A. Shillidy: I will come to that later. Then, Sir, I would invite the attention of the House to Article 7 because I am very anxious that the case should be stated absolutely fairly. Now by that Article you are permitted certain permanent and temporary exceptions. Of the temporary exceptions I do not think I need say anything. They are to meet special emergencies. But permanent exceptions may be allowed for:

(a) Certain classes of persons whose work is inherently

intermittent;

(b) Classes of persons directly engaged in preparatory or complementary work; and

(c) Shops and other establishments where the nature of the work, the size of the population or the number of persons employed render inapplicable the working hours fixed in Articles 3 and 4.

It may be asked why with these exceptions do you object to this Convention on the ground that it includes so many different classes of establishments all over India within the terms of one Convention. But all that the exception really allows, if Honourable Members will read that Article, is the allowance, by special regulation, of certain additional hours of work. It goes on to prescribe that for these additional hours of work there shall be overtime pay, which shall not be less than one and a quarter times the regular rate, and it does not exempt these places from what I imagine to be a practical difficulty that is brought about by this Convention. I will come to that practical difficulty immediately. That will be found in Article 11. Article 11 states that for the effective enforcement of the provisions of this Convention, the necessary measures shall be taken to ensure adequate inspection. Every employer shall be required to notify by the posting of notices in conspicuous positions in the establishment or other suitable place or by such method as may be approved by the competent authority the time at which hours of work begin and end, and where work is carried on by shifts, the times at which each shift begins and ends, to notify in the same way the rest periods, to keep a record in the form prescribed etc., etc. Article 12 says:

"Each Member", (that is each signatory to the Convention) "which ratifies this Convention shall take the necessary measures in the form of penalties to ensure that the provisions of this Convention are enforced."

Now, Sir, it amounts to this, that every small employer, throughout the length and breadth of the land, has got to maintain these notifications; every employer has to keep these different records and fill them up, and in addition to that we have got, by an inspectorate to see that every employer fulfils these requirements. It means, to start with, an enormous inspectorate with a heavy cost. It is very easy for the Government of India, it will be very easy, I may say, for the Assembly to agree to it, but the cost of it will fall on local bodies. I submit, Sir, that the existing establishments. I am not very conversant with the conditions prevailing in other provinces, but I think I may claim to know Bombay and Sind, and I am quite certain that the only way in which we shall be able to cope with this provision, that is, if you are not going to sign it merely for the purpose of eye-wash before the world, if you are going to sign this Convention with every intention of giving effect to it, and if we are going to enforce it practically and thoroughly and act up to it honestly, we shall be able to do all

this only if we employ our village officers on this work of inspection. I have no desire to say anything against village officers. They are an admirable body of men, who work most loyally by the Government to the best of their ability. But I would ask this House if it considers that this village establishment is suitable for work of inspection of this kind.

Maulvi Muhammad Yakub (Rohilkund and Kumaon Divisions; Muhammadan Rural) : What is meant by village officers?

Mr. J. A. Shillidy: I cannot speak about the United Provinces. I am not saying this in any way to score off my Honourable friend. I am merely speaking about Bombay and Sind. The village officers in part of Bombay Presidency are for instance Talatis, and the village officers in Sind are the Tapedars. That is, the village officer is a person who goes round and collects revenue and deals with other matters relating to revenue.....

Mian Muhammad Shah Nawab (West Central Punjab; Muhammadan): Just as the Patwaris in the Punjab.

Mr. J. A. Shillidy: I ask the Honourable Member whether the Patwari would be a suitable person to whom we could entrust fully and with confidence inspection work of this kind.

Maulvi Muhammad Yakub: If he can be entrusted with very important revenue papers, why not entrust him with this inspection work also.

Mr. J. A. Shillidy: I think if you entrust him with this, it will not amount to adequate inspection. I have no desire to say anything against an admirable body of men, but it does open up opportunities for them which I think this House would be wise not to open up.

Mr. K. Ahmed: When the House is very thin, why did you bring forward this Resolution then?

Mr. J. A. Shillidy: It was not my desire to bring forward this Resolution on the last day.

I think I have stated the main objections to this Convention to show that it is not really a practical one. One Honourable Member asked me, was any sort of enquiry made as to whether there would be any practical objections to the ratification of this Convention. If Honourable Members will allow me, I will just read out a very short precis from the opinions of Local Governments when they were consulted on the advisability of a Convention or a Recommendation being adopted by the Government of India. The Bihar and Orissa Government were of opinion that legislation of this type which would follow from the acceptance of the Convention, would be particularly difficult to apply or to enforce in the present conditions obtaining in India, and they agreed therefore that if any practical use was to be made of such legislation, it must first be limited to organised undertakings.

The Government of Burma were of the opinion that whatever the disabilities of the salaried employees might be there were far

worse abuses urgently requiring attention in India and there was the danger that these well meant efforts of the International Labour Organisation would dissipate energy which ought to be concentrated on other and more serious abuses.

The Government of Bengal pointed out that the salariat had shown little or no demand for regulation and in no circumstances was the Government of Bengal aware that regulation had been proved necessary on humanitarian or other grounds.

The United Provinces Government was of the opinion that there was no ground for supposing that salaried employees as a class suffered from overwork or a lack of sufficient leisure or that any measures for their protection in these respects were necessary.

The Government of Madras pointed out that under the present proposals there were certain dangers.

The Government of Bombay said they would not be a party either to the Convention or the Recommendation.

I can at least speak with regard to Bombay that in matters relating to labour, it has always shown itself friendly in the cause of labour and not prepared to turn down recommendations of this kind lightly.

Now, there was considerable discussion at the Conference and there was anything but unanimity. Our own delegates submitted a Report at the end of the Conference and I would just like to remind Honourable Members who they were. Our delegates were Sir Atul Chatterjee and Dr. Paranjpye. They said:

"The general scope of the Draft Convention prepared by the International Labour Office covered all kinds of commercial and clerical work not covered by the Washington Convention, with the exception of such work in hostels, hospitals, ~~and~~ hotels and restaurants, etc, and theatres and places of amusement."

I quote that to show that when I made my first point, I was accurate and that it is also the view of these delegates of ours who were there at the time. They go on to say:

"The general position on the conclusion of the Committee stage was therefore that the scope of the Convention, as amended by the Committee and as eventually practically adopted was extremely uncertain, although it clearly affected groups of works in all sorts of trade and occupations and the ratification of such a Convention would involve a maximum of Government interference with a minimum of effective control."

Again they write:

"The Convention can scarcely be regarded as satisfactory, a result which might have been anticipated from an attempt to deal with a very wide range of employments carried on in varying conditions in the absence of exact knowledge of the circumstances of each and seems fully to justify the non-committal attitude adopted by both the British and the Indian Governments".

Now, I wish to make the position of the Government perfectly clear in regard to this matter. We do not want to take up this position of refusing to ratify the Convention and saying, "This is finished; we do not intend to do anything more for it, nor have anything to do with the matter at all." I want to make it perfectly clear that, while Government at the present stage do not see their way to ratify the Convention or to adopt the Recommendations, they do not consider that the Resolution, if passed, will not commit the Government to this attitude, once and for all. If at any time, in the future, Government find evidence to show that the time is ripe for action on the lines of the Convention in respect of particular classes of undertakings, they will be fully prepared to revise their present attitude. As regards the Recommendations, the Government are similarly prepared to change their present attitude and to take action, if in the future, they find evidence to show that such action may be taken with profit.

I do not wish to take the time of the House further. I will only say two words about the Recommendations. They are recommendations that we should make inquiries into certain kinds of businesses, I would invite the attention of Honourable Members to these businesses, and I think I can confidently say - because a great majority of Members themselves know what are the conditions of work in those various establishments - that they will agree that there has been no case made out for starting on an inquiry for which there is no demand. I hope, Sir, in view of what I have said in regard to the position of Government and in regard to their readiness to institute inquiries if necessary at any time, it will not be necessary to press the various amendments of which notice has been given.

Mr. N. M. Joshi (Nominated Non-Official): Sir, I beg to move:

"That the word 'not' occurring between the words 'should' and 'ratify' be deleted and the word 'and' be substituted for the word 'nor' occurring between the words 'Convention' and 'accept'."

Mr. C. C. Biswas (Calcutta: Non-Muhammadan Urban): Sir, I rise on a point of order. Is not the amendment a direct negative of the Resolution itself?

Mr. President: The Honourable Member's point of order is that the amendment is a direct negative of the motion. I have given the best consideration to the matter and I have come to the conclusion that it is not and it does not come under the Standing Order to which the Honourable Member has drawn my attention. The object of the Honourable Member in moving his amendment is to place before the House the second issue involved, the issue of ratification of the Convention as against the Government's recommendation not to do so. If that Standing Order were interpreted as contended the result would be that rejecting the Government Resolution would ~~not~~ not mean that the House had decided to ratify the Convention. It is therefore necessary that the amendment should be allowed, as it is not a direct negative in the sense covered by the Standing Order, but gives the House an opportunity of deciding whether they want to ratify the Convention or whether they want to refuse to do so.

Mr. N. M. Joshi: Sir, it is already clear now to Members what my amendment is. My amendment is that the Government should ratify the Convention and should accept the recommendations of the 14th session of the International Labour Conference. While speaking on this Resolution and my amendment, I am somewhat at a disadvantage on account of the manner in which Government have thought fit to bring this matter before the Legislative Assembly. The matter deals with two subjects, first, the ratification of the Convention and secondly, the acceptance of the Recommendations. I feel, Sir, that if your office had brought to your notice the Standing Order that a Resolution should contain one definite issue only, I am sure you would not have admitted this Resolution in the form in which it has been placed before this House. Because, the Resolution deals with two matters which are absolutely different; one is the ratification of the Convention and another is the acceptance of the Recommendations which are quite different. In the first place, as the Honourable the Mover of the Resolution has made it clear, if you ratify the Convention, you have to pass legislation giving effect to every word of the Convention; but even if you accept the Recommendations, you are not bound to accept every word of the Recommendations but only to take some action or other on the Recommendations. These are two quite different matters. The House may be willing to agree with Government - I do not say that it will - that the Convention need not be ratified. At the same time, the House may feel that the Recommendations, which only throw upon them the much slighter responsibility of considering them with a view to taking some action, should be accepted. Another point is this. After all, if the Members have read the Recommendations, they will find that the Recommendations are that the Government should make an investigation into the conditions of work of people working in theatres, hospitals, etc., and report within four years' time. These Recommendations stand on quite a different footing. The action to be taken on these Recommendations is but little, and I feel, therefore, that it was wrong ~~in~~ on the part of Government to have included these two matters in one Resolution. But, Sir, as I am always a consistent supporter of the dignity and prestige of the Chair, I do not raise that objection here now. At the same time I shall ask for your indulgence that, when you put this Resolution to the vote, you should put these matters to vote separately so that the House may give its vote on the Convention and on the Recommendations separately.

Sir, the Convention, as the Honourable the Mover of the Resolution has stated, deals with the regulation of hours of people employed in commercial establishments, and of people employed in administrative offices. I feel, Sir, that the regulation of the hours of work of this class of employees is absolutely necessary. India as well as the whole world has accepted the principle of regulating the hours of work of factory workers. We have a Factory Act, and I feel that similar regulation of work is also necessary in the case of people working in offices. I do not suggest for a moment that the conditions of factory workers and the conditions of employees in commercial offices are absolutely the same. They differ to a great extent in some matters. In some matters you may say that there is a greater ~~extent~~ in necessity of regulation in

the case of factories, but it is quite possible for us to show that, in the case of the employees of commercial offices, from another point of view, there is greater necessity for regulation. In the case of factory workers, they are generally people who are ignorant and illiterate, and from that point of view there is greater need of regulation of work in factories. They also have to do more physical work and under conditions which are unhealthy. But, Sir, there are other points of view from which there is greater necessity of regulation of work of commercial employees and the employees in administrative offices. In the case of factory workers they generally work in large groups. There are factories with a hundred people or even a thousand people and more, working in each. It is easy for these factory workers to organise themselves for ~~their~~ self-defence. It is easy for them to organise themselves for regulating their conditions of work by collective bargaining with their employers. But in the case of the employees in the offices, there is a greater difficulty in the way of their organisation. They work generally in small places; there are indeed some places where there are 100 or 200 employees working, but these places are few in number; and you will certainly not find many places where there are more than a thousand people working. From the point of view of organisation, there is a great difference between factory workers and the employees in commercial enterprises and administrative offices. These people are more difficult to organise because they work in small isolated groups spread over the whole country, they are scattered over large areas. As they are difficult to organise, there is the greater need for their protection, for the regulation of hours and of other working conditions in their case by statute with the help of the Government. These employees in administrative offices are trying to organise themselves for self-defence. I know there are some associations of commercial clerks in Calcutta and some in Bombay and I also know that they are trying to strengthen their organisations further by forming themselves into federations; but still they are not strong enough today to secure proper conditions of life and work by their own effort unassisted by the Government and by the Legislature. The employees of Government offices are better organised, but then, even in their case, their organisations are not strong enough to secure for them proper conditions of work. Moreover, in the case of Government servants there is another difficulty, that it is difficult for them to agitate in the way in which private employees can agitate. The rules for the conduct of Government servants in many cases come in the way of agitation. I know that these poor Government servants are even prevented from approaching Members of the Legislature to get their grievances redressed. In their case, there are also difficulties for the proper regulation of their conditions of work. But more than this, there is another very special difficulty in the case of these employees. Not only here, but all the world over, there are always more men available than jobs. This House itself has considered more than once the question of the unemployment of the middle classes, which means unemployment among the community with which we are dealing today. If you want a clerk, there are ten, if not a hundred applications; and that is the real difficulty in the way of these people securing proper regulation of their conditions of work. There is very great unemployment in the country, with the ~~xxxxxx~~

result that in determining the conditions of service, the employer is always at an advantage and the employee is always at a disadvantage, with the result that, unless the Government come forward and legislate on their behalf, not much can be secured by these people by their own efforts.

Sir, the Honourable the Mover of the Resolution has pointed out certain difficulties, but I feel that he has exaggerated those difficulties. In the first place, the Convention has given, in my judgement, very generous concessions. The Convention makes exceptions in the case of small concerns where members of the same family are working; it makes exceptions in the case of managers and people in a confidential capacity. Now, Sir, if a concern is a small one, there will be only one man in charge who will be the manager, and if there is a clerk, there will be only one clerk who will be the confidential clerk as well, and these small concerns which engage, one or two people can always be exempted under this clause. Therefore, there is no real difficulty from the point of view of small concerns at all.

Sir Cowasji Jehangir (Bombay City: Non-Muhammadan Urban): How can they be exempted?

Mr. N. M. Joshi: By Government notification under section 3 of Article 1 of the Convention. Because there will be only one clerk or one manager.

An Honourable Member: He will have to be the adopted son.

Mr. N. M. Joshi: There are other permanent exceptions which the Honourable the Mover of the Resolution has pointed out. In the case of shops certain concessions are given for the spread over of hours, and in regard to hours, they also make a permanent exemption in the case of places the population of which is not very large, with the result that you can always give some concessions to offices in villages. In the same way, there is a permanent exemption in the case of smaller concerns, the exemption quite clearly says that Government have power to regulate the number of people who are employed in concerns which should be brought under the Convention, so that Government can make a rule that, unless an office has 50 or more people, it should not be brought under the provisions of the Convention. Certainly the Convention will apply, but it will apply with less vigour to those smaller concerns. I therefore feel that the Honourable the Mover has made too much of the difficulties in the way of the application of this Convention.

Then, Sir, the Honourable the Mover exaggerated the difficulties of inspection. It is true that if Government passes legislation, it must make some provision for seeing that the law is properly applied. But, Sir, there is a great difference in this matter between factory inspection and inspection of these classes of offices. I therefore appeal to your indulgence, - because it is the Government that have brought forward several matters in one Resolution and therefore I ask your indulgence to allow me a little more time to deal with the whole subject

Mr. President: The Honourable Member is entitled to fifteen minutes. I will allow him five minutes more, I cannot allow him anything more than that.

Mr. N. M. Joshi: I again ask for your indulgence, because it is very difficult to deal with this subject in such a short space of time. I shall finish as early as I can. Sir, the difficulty of inspection is exaggerated, because the people who are concerned here are not ignorant workers in factories, but they are clerks who are expected to know the law, and if there are any breaches of the law, they themselves will bring such breaches of the law to the notice of the Government. Therefore, the inspection that is required is not a serious one, because the breaches of law will be brought to the notice of the Government by those people themselves.

Now, Sir, I come to the Recommendations. The Recommendations are really very small matters. The Recommendations ask Government to make investigation into the conditions of life and work as regards the hours of work in the case of employees of hotels and restaurants, in the case of employees of cinemas and theatres and also in the case of employees of hospitals. Now, Sir, I ask Honourable Members of this House to tell me if there can be any serious difficulty in ~~making~~ accepting this Recommendation? Where is the difficulty in making an investigation? The Recommendation does not say what kind of investigation you should make; it does not suggest that you should appoint a committee. You can make your investigation through your own officers. The Recommendation is that the Government should make an investigation into the conditions of life and work as regards hours in the case of hotels and restaurants, in the case of hospitals, which are not numerous, and in the case of theatres and cinemas, which again are not very numerous. Then again, the Recommendations do not insist upon immediate investigation and report. The Government are asked to make a report within four years' time. I ask the House to tell me if it is difficult for any Government to make investigation into these small matters within four years' time? Why should therefore Government come forward and say that they will not be able to accept this Recommendation? Sir, whatever may be the point of view of Government, I want the Honourable Members of this House to tell me whether there is really any serious difficulty in accepting these Recommendations for making an investigation and a report within four years' time? Sir, the Honourable the Mover also pointed out

Mr. S. G. Jog (Berar Representative): May I know where this period of four years is mentioned? At what page?

Mr. N. M. Joshi: I am sorry, Sir, the Honourable Member has not cared to read the Recommendations. Paragraph 3 of each Recommendation mentions specifically the four-year limit.

Mr. President: The Honourable Member's time is getting on.

Mr. N. M. Joshi: The information is contained in the Recommendation itself. I cannot tell him at which page, as unfortunately my book has been taken away by some one.

I do not wish to say anything more except this, that the Honourable the Mover stated that the credit of India stands very high in the international world. Sir, I am very glad that it does. But is the credit of India going to be enhanced by the Resolution which he has brought forward now? I am sure what he is doing now is not going to enhance the credit of India in international matters. Sir, I am quite sure that Honourable Members will very seriously consider this Resolution. But I want to tell them one thing, that it will not pay India to always go before the international world and say that we are a backward country; that we cannot ratify their Conventions; that we cannot accept their Recommendations, although they may be asking our Government only to make an investigation. Sir, that attitude will frustrate the purpose for which we are all fighting. It is a wrong attitude, and instead of enhancing our credit in the international world, we shall be lowering it. Here, I may quote the words of Sir Atul Chatterjee, whose name was mentioned by the Honourable the Mover of the Resolution. Sir Atul Chatterjee in addressing the Council of State said this in 1921:

" We have just entered upon a new constitutional era in this country. The eyes of the world, of the democracies of every country in the world, are at the moment on us. I am confident that the Council has a full sense of responsibility for the good name and the dignity of India in international councils. We do not want to be considered a backward nation always and for ever."

Sir, I move my amendment.

Mr. President: Amendment moved:

"That the word 'not' occurring between the words 'should' and 'ratify' be deleted and the word 'and' be substituted for the word 'nor' occurring between the words 'Convention' and 'accept'."

Mr. B. Das (Orissa Division: Non-Muhammadan): Sir, I move:

"That for the words 'not ratify the Draft Convention nor accept the Recommendations', the following be substituted"

Mr. N. M. Joshi: May I rise to a point of order, and request you to tell us how you propose to regulate the procedure. I may point out, Sir, that my amendment is for the acceptance of the proposals of the International Conference. If those proposals are accepted by the House, then the other amendments become unnecessary..

Mr. President: Order, order. I thought Mr. Das was going to address the House on the motion and the amendment. The procedure that I have decided to adopt on the present occasion is that the House will decide first between the original motion and Mr. Joshi's amendment. After voting has taken place, it will depend upon the result of such voting whether further amendments could or could not be moved. At present the House is possessed of the original motion and the Honourable Member Mr. Joshi's amendment. Further amendments will only be allowed if Mr. Joshi's amendment is rejected. If it is accepted, then no other amendment can be moved. I thought Mr.

Mr. Das rose to speak on the motion and the amendment, as I had not called him to move his amendment.

Mr. B. Das: I do not wish to speak on the motion. I cannot accept Mr. Joshi's amendment.

Mr. A. H. Ghuznavi (Dacca cum Mymensing; Muhammadan Rural): Sir, I rise to support My Honourable friend the Mover of the Resolution. The main objection to the Convention is that it attempts to cover in one formula so many different kinds of businesses. The formula is so large that for practical purposes it is unworkable. The special difficulties which lie in the way of the ratification of the Convention in India are, firstly, absence of an accurate knowledge of the conditions of work of the vast range of occupations and establishments covered by the Draft Convention; secondly, almost complete absence of a demand so far as India is concerned, for the protection conferred by the Draft Convention in respect of the hours of work of the occupations and establishments to which it applies; and thirdly, Sir, the difficulty of reconciling the 60-hour week allowed for India by the Washington Convention of hours of work in industrial undertakings with the 48-hour week laid down in the present Convention in the case of the vast range of non-industrial and non-agricultural establishments to which it applies; and lastly, the necessity, in the event of the Draft Convention being ratified, for the entertainment of an inspectorate of very large dimensions and the consequent expenditure involved in applying the Convention to the thousands of commercial and other undertakings which it covers. Sir, the Government of India in reply to a questionnaire which was issued by the International Labour Office on the subject, expressed themselves in favour of a Recommendation on the subject provided that the Recommendation only applies to organized commercial and trading undertakings and the definition of "organized undertaking" is left to the discretion of each State.

Diwan Bahadur A. Ramaswami Mudaliar (Madras City; Non-Muhammadan Urban): May I know from where my Honourable friend is reading out his extracts? I don't think these documents are placed before the House.

Mr. S. C. Mitra (Rajshahi and Chittagong Divisions; Non-Muhammadan Rural): Where are you reading from?

Mr. A. H. Ghuznavi: The Government of India also stipulated that the maximum hours fixed in each State which adopts the proposed Recommendation should be the same as the maximum permitted to industrial workers under the Washington Hours of Work Convention. The limit imposed on industrial workers by this Convention is a 60-hours' week in India. The final decision of the International Labour Conference was to regulate the subject by means of a Draft Convention instead of by a Recommendation as suggested by the Government of India, and it will also be seen from the text of the Draft Convention that the suggestion to make the limits coincide with the limits imposed by the Washington Hours of Work Convention has also been rejected, i.e., a higher maximum week has not been granted for India which, if she ratifies the Convention, will be subject to a 48-hours' week as in the case of European countries. With these words, Sir, I support the Resolution.

Lieut.-Colonel H. A. J. Gidney (Nominated Non-Official):
 Sir, I rise to support the amendment moved by my Honourable friend Mr. Joshi. On reading through the Resolution as moved by my Honourable friend Mr. Shillidy, and after listening to his speech I was stuck nay, I was astounded at the reasons he has adduced for refusing to carry out the Recommendations of the fourteenth session of the International Labour Conference.

Sir, it is said that the present trouble in India is more or less a conflict between an ever changing West and an ever changing East. Here, we have an instance of an ever changing East and an ever Changing West, but a never changing Government. (Laughter) The International Labour Conference has recommended that certain enquiries are necessary for improvement of the conditions of the labourer, and yet we have a Member from the Treasury Benches getting up and asking this House to refuse to accept this Recommendation, citing as one of his chief objections, the labour entailed in controlling such small institutions as village banias' shops, meaning thereby that it would be necessary to employ a large army of inspectors. Then Mr. Ghuznavi gets up and in supporting the Mover states that such control would be hopeless and impracticable. That is the Government point of view. I now desire to place before this Honourable House the labourer's point of view, and here I join hands with my Honourable friend Mr. Joshi and give him my support. We all know, without being told, of the disadvantages under which the Indian labourer suffers. Before I joined the Royal Labour Commission in India and toured throughout the country, I refused to believe half the things that were told me about the sufferings of the Indian labourers. Since then, I have become a convert, and I am now familiar with the most terrible disadvantages and hardships from which they suffer. Sufferings which will be accentuated if this House accepts a Resolution that closes all doors of enquiry and amelioration of the lot of the labourer. Sir, what does this Resolution mean? Here, we have a Member of the Government of India who not only asks this House to reject this Recommendation, but at the same time refuses to make any enquiry and submit his report within a period of four years. (An Honourable Member: "Shame") Sir, I ask this House to reject this Resolution not because it emanates from Government, but because it is against the interests of the labour in this country, interests which this Honourable House should zealously guard and protect. Sir, it is my conviction, whether we like it or not, that whatever Government we may have in this country labour is going to rule it and the sooner this House realises this fact and pays more attention to labour problems, the better it will be for this House and its name and for India as a whole.

Now, the question of organised institutions has been referred to by the Mover and various Provincial Governments. What do they mean by organised institutions? It is subject to multifarious interpretations, but I shall refer to one such institution which I know well, hospitals. What does the Government Member mean? Is it his view that he cannot institute an enquiry within the space of four years into the working of the ~~the~~ few hospitals in India in some of which - and I have personal experience in this matter - the nurses are so over-worked as to be treated like pack mules? I know that a duty chart is made out, but all our larger

hospitals are so under-staffed and so over-crowded with patients, that nurses are over-worked and denied adequate rest - indeed they are inhumanly treated. Surely the Honourable the Mover will not deny an enquiry into such hours of work and conditions of labour? His Resolution suggests this. I support this amendment mainly on humanitarian grounds. I support it also because it conforms with the recommendations of the International Labour Commission, and lastly, because the reasons given by the Government Member, in asking you to accept his Resolution, are I consider the weakest that he could have placed before this House. Sir, I support the amendment. (Applause).

Mr. Abdul Matin Chaudhury (Assam; Muhammadan) : I want to say just a few words in support of the amendment of my Honourable friend Mr. Joshi. Time and again, on the floor of this House, we have protested against the attitude that the Government usually take up in regard to the Geneva Conventions. It has almost become a habit with the Government of India to find out some excuse or other for not ratifying particular Conventions. They treat these conventions as of very minor importance; they treat them as a nuisance. At the fag end of the Session they bring up a Resolution for the consideration of the House. Now, these Conventions are of very great importance. They are results of very careful consideration and mature deliberation by the representatives of labour, of capital and of the State of almost all the civilized countries of the world. Surely, their recommendation deserves a better and more decent treatment at the hands of the Government of India than a mere ~~summary~~ summary rejection. This Convention lays down the lines along which efforts for the improvement of labour should be decided. The Government of India not only will not give their serious attention to this problem of the improvement of labour conditions on their own initiative, but when it is forced upon them, when an important body like the International Labour Conference have made a Recommendation after having carefully considered and examined the question in all its bearings they refuse even to consider or examine it. What is the ground on which we are asked to reject this Convention? The Honourable Mr. Shillidy, in moving the Resolution, said that, in fixing 48 hours a week, the special conditions of India were not taken into account. I entirely agree with him, but on an extremely different ground, 48 hours a week in India are more rigorous, are more fatiguing, more deleterious to the health of the labourers than 48 hours work in the West. If the special conditions of India are taken into consideration, it ought to be 45 and not 48 hours. Then, my Honourable friend referred to the administrative difficulty, the lack of administrative machinery to carry out this recommendation. As my Honourable friend Mr. Joshi has pointed out, the difficulties have been very much exaggerated. It has come to me very much as a surprise, this confession of incompetence by Members of the Government. If the problem baffles you, if you feel that you are not competent to deal with ~~it~~ the problem, then why not abdicate your work of administration and leave it to others who can do it better? The Honourable Member has very kindly given us an assurance that when the time will be ripe, ~~the~~ the Government will consider the question of changing their

attitude in the matter. Who is to judge when the time will be ripe? It is the Government of India, and if you are to wait for their judgement, you will have to wait till Doomsday, when the decision can be reversed. Now, if the Government fail in their sense of duty, the Assembly should not take the responsibility in this matter. The year before last when I was in Geneva, I complained about non-ratification of Conventions by the Indian Government. Mr. Clow, on behalf of the Government of India, twitted me by saying that whenever any Convention had not been ratified, it was done only with the consent of the Assembly of which Mr. Chaudhury was a Member. I hope that Honourable Members will remember this aspect of the question when they record their votes.

Mr. Gaya Prasad Singh (Muzaffarpur cum Champaran; Non-Muhamadan): Sir, I must, in the first place, register my strong feeling of protest against the action of the Government in bringing up this important matter at the fag end of the session. By doing so, the Government are not doing any justice either to the importance of the subject or to this House. It is only ~~fair~~^{fair} to us that this subject should have been brought up in an earlier part of the session, and if this Resolution is to be carried we on this side of the House want to warn the Government that they can carry it mostly with the vote of the official Members. Most of the Members on the non-official side will not be able to lend their support to this motion.

Mr. A. H. Ghuznavi: Honourable Members must be aware that this item has been on the agenda for the last ten days. It is not the fault of the Government if it comes on at the fag end of the session.

Mr. Gaya Prasad Singh: The regulation of the business of the House is not in my hands, and I can only say that this subject has come before the House for discussion on the last day of the session. Then, Sir, I do not know whether all papers in connection with this subject have been circulated to Honourable Members, because I find that my Honourable friend Mr. Shillidy read out certain extracts from the opinions of certain Local Governments, including the Government of my own province of Bihar and Orissa. I do not know whether these papers have been circulated to Honourable Members of the House. At least I do not remember to have received those papers and I must ask Government to circulate them beforehand. I do not know from what paper my Honourable friend Mr. Ghuznavi read, and how it came into his hands, but if it is a publication which ought to be available to this House, I want to say that the Government have been unfair in not circulating that paper also. In dealing with this subject, I do not know what part the representatives of India played in the International Labour Conference. On page 28 of the Fourteenth International Labour Conference Bulletin, we find this in the Report which was submitted by the representatives of India;

"On behalf of the Indian Government Dr. Paranjpye explained that the Indian Government delegation had taken no part in the proceedings of this committee because, in the vast territory under

the control of the Government of India, that Government had no adequate knowledge of conditions ~~of~~ of work in many different kinds of occupation covered by the Convention, and that there would be innumerable difficulties in applying such a convention to a country like India".

I do not know whether it was with a blush of shame that Dr. Paranjpye made that statement in the Conference. In the first place I object that our representatives should have taken no part in the discussion of this important subject. In the second place I am astounded at the expression of ignorance which is attributed to the Government about the conditions of work in this country which they had been ruling for more than 150 years. In this paragraph it is stated that Government had no adequate knowledge of conditions of work in many different kinds of occupation covered by the Convention. This is a state of affairs which is lamentable, and I do not know if after 150 years of British rule they have not been able to find out the exact conditions of things in India what amount of time will be needed for them to acquire the necessary knowledge? The proposals may be divided roughly into two parts. Article I asks us to ratify certain proposals contained in the draft Convention. Article I says that this Convention shall apply to persons employed in the following establishments, whether public or private (a) commercial or trading establishments, including postal, telegraph and telephone services, and commercial or trading branches of any establishments, (b) establishments and administrative services in which the persons employed are mainly engaged in office work; (c) mixed commercial and industrial establishments unless they are deemed to be industrial establishments. Now, Sir, the Convention excludes certain branches from its purview; and in Part II it is stated that the Convention shall not apply to persons employed in the following establishments; (a) establishments for the treatment or the care of the sick, infirm, destitute, or mentally unfit; (b) hospitals, restaurants, boarding houses, clubs, cafes, and so on. There are certain recommendations or conventions which we are asked to ratify. There are certain others in relation to which we are asked to make an inquiry during a period of four years; and I do not know why the Government are nervous in making an inquiry during this long time. 8 hours a day or 48 hours a week mentioned in Article III of this Convention seems to be a reasonable proposal, and speaking generally I do not know why Government should have any objection to it.

Mr. K. Ahmad: You can move an amendment for postponement.

Mr. Gaya Prasad Singh: I therefore strongly support the amendment made by my Honourable friend Mr. Joshi. If that amendment fails, or if it suits the House, I am willing to move another amendment with your permission that the consideration of the subject may be adjourned till the Simla session.

Mr. President: I should like to ask the Honourable Member (Mr. Gaya Prasad Singh) whether he wishes to move that the consideration of this subject be postponed to the Simla session.

Mr. Gaya Prasad Singh: I do move, Sir.

Mr. President: You are perfectly entitled to do so. The amendment proposed is:

"That the consideration of this motion and the amendment thereon be postponed till the Simla session".

Mr. G. S. Ranga Iyer (Rohilkund and Kumaon Divisions; Non-Muhammadan Rural): I rise to support the amendment proposed by Mr. Gaya Prasad Singh that this discussion be adjourned to the Simla session. I hope, Sir, the Honourable Mr. Shillidy has very closely followed the observations that have fallen not only from this side of the House but ~~take~~ also from the other side about the manner in which at the fag end of a rather weary session a very important question of this kind is being rushed in what I do not like describing as indecent haste. Sir, in a country like India, where inadequate opinion on this subject has been in existence, it is but proper that the public should have an opportunity of expressing themselves. The Honourable Member has already read out to us certain quotations covering the opinions of Local Governments. Those opinions happen to be the exclusive monopoly at this time of the Honourable Member in charge or of those who happen to enjoy his confidence on the other side of the House. (Hear,hear.) I do not think, Sir, these opinions were even within ~~the~~ the knowledge of my esteemed friend, Mr. Joshi, who is better informed in this matter than many an Honourable Member on this side of the House. (Hear,hear.) When such opinions that all the Local Governments have expressed in the matter, it is but fair and proper that the Honourable Member should agree to withdraw the motion now or agree to bring it forward at the Simla session. I hope the Honourable the Leader of the House, who has been anxious, so far as I can judge, to meet reasonable suggestions from this side of the House in a reasonable way, will make up his mind to accept this amendment and will see to it that it is brought forward after the country has had the opportunity of knowing and discussing the implications of the acceptance of the Honourable Member's motion.

Diwan Bahadur A. Ramaswami Mudaliar: Sir, I should appeal very strongly to the Government to consent to this adjournment motion. I find, Sir, that while they have made up their mind about the draft Convention, there is no reason at all why they should make up their mind in such a hurry as regards the Recommendations. That requires further consideration, and at least an investigation which I understand other Governments are prepared to make in this connection. I find another country very similarly placed to our own country, namely, Japan, has not taken up this attitude of rejecting these Recommendations summarily. I should like to quote, for the information of my Honourable friend - I dare say he has already read it - the remarks of the Japanese Government delegate. He says:

"The case is somewhat different with the small shops situated along the streets which are crowded at night and which consequently do a good deal of business till late hours and as regards the public barber shops and the like in which the hours of work are long owing to the peculiar habits of the clientele".

It is a serious question how far

Mr. President: May I ask the Honourable Member not to go into the merits of the question now, but to give his reasons why the subject should not be discussed now and why its consideration should be postponed till the Simla session.

Diwan Bahadur A. Ramaswami Mudaliar: I was only pointing out, Sir, that the Japanese Government have promised that a thorough investigation into all these matters will be made, and I suggest our Government should not be behind the Japanese Government in the matter, and therefore I suggest that this Resolution be postponed to the Simla session so that the Government may come forward with proposals which have received greater consideration at their hands and submit them to this House.

The Honourable Sir Joseph Bhore (Member for Industries and Labour): Sir, if it is the general consensus of opinion in this House that there should be an adjournment of the discussion, the Government will of course have to agree; but personally I should like to say, Sir, that I do not think anything will be gained by postponing the discussion of this motion for another six months, and personally, I should very much like to continue the discussion; but I must place myself in the hands of the House in this matter and accept its verdict.

Maulvi Muhammad Yakub: Sir, I do not think we would be justified in moving this amendment that the consideration of this Resolution should be postponed.

Mr. President: It has been moved. (Laughter.)

Maulvi Muhammad Yakub: I rise to oppose the motion, Sir, which has been moved by my Honourable friend, Mr. Gaya Prasad Singh. The thing is this. Some day must always be the fag end of the session but work must be transacted on that day. I think, Sir, that all the work which we transact in this Assembly is important work, and therefore it can always be said, "Do not bring this work today because today is the fag end of the session". Well, it is the lookout of Honourable Members of this House, if they want to perform their duty, as the representatives of the Country, to stay in Delhi as long as the session is going on. When, Sir, the new constitution comes into operation and when we get more Members in the House, and when we shall have more subjects to deal with, I think we will then have to sit for, probably, nine months in the year, - and therefore it is not right to say that the Members have left. I think it is their lookout if they leave; for important work - and no work can be considered as unimportant if it has been placed on the agenda of the last day - must be transacted. Therefore, Sir, I oppose this motion for adjournment.

Mr. President: The question is :

"That the consideration of this motion be postponed to the Simla session".

The Assembly divided:

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The voting resulted in 28 for and 16 against the motion. The motion was accordingly adopted and consideration of the Resolution and the amendment was adjourned to the Simla session.

(Extracted from the Legislative Assembly Debates, 1-4-31, Vol.1V-No.6. pages 2984 to 3001).

Recommendation concerning the Prevention of Industrial
Accidents adopted by the 12th International Labour Conference,
1929.

It will be remembered that the following resolution was adopted by the two Houses of the Indian Legislature on this subject in 1930:-

"That this Council
Assembly, having considered the Recommendation concerning the prevention of industrial accidents and the Recommendation concerning responsibility for the protection of power-driven machinery adopted at the Twelfth Session of the International Labour Conference, recommends to the Governor General in Council that he should examine the possibility of giving effect to the Recommendation concerning the prevention of industrial accidents and that the results of this examination should be placed before this Council
Assembly within eighteen months from this date".

Consequent on this resolution the Government of India has sent out the following circular letter:-

No. L.-1769

Government of India

Department of Industries and Labour

Labour

Dated the 21st November 1930.

From

J.A. Shillidy, Esq., I.C.S.,
Secretary to the Government of India.

To

All Major Local Governments and the Chief Commissioner, Delhi.

Subject.- Recommendation concerning the prevention of industrial accidents adopted by the Twelfth International Labour Conference, 1929.

Sir,

I am directed to forward a copy of the Recommendation concerning the prevention of industrial accidents adopted at the Twelfth Session of the International Labour Conference held in 1929 and a copy of the Resolution adopted by both Houses of the Central Legislature regarding this Recommendation. In pursuance of the terms of the Resolution, the Government of India will be much obliged for the Local Government's/ your - advice on the possibility of giving effect to the Recommendation.

2. The first part (Articles 1 to 5) recommends statistical studies into the causes of accidents, investigation into the physical, physiological and psychological factors governing accidents, scientific research into the best methods of vocational guidance and the selection and development of national statistics on uniform bases so as to allow of a comparative study by the I. L. O. of the statistics of different countries. Though the Factory Inspection Departments do useful work in finding out what safety devices should be employed to minimise the risk of accidents, the requirements of this part of the Recommendation presuppose a higher stage of industrial development than exists in India. In India the lack of organisation amongst the industrial workers, their illiteracy and the absence, except in a few centres, of a permanent industrial population depending entirely on work in factories, are factors which present serious difficulties in undertaking any useful systematic research on the lines indicated, particularly in Articles 2 and 3 of the Recommendation. I am to request that the question may be studied with a view to finding out what possibilities and limitations there are in giving effect to the provisions contained in this part of the Recommendation.

3. Part II of the Recommendation (Articles 6 to 14) deals with the various methods of co-operation, e.g., periodical conferences between the inspectorate and the representative organisations of employers and workers, the appointment of safety organisations in each factory or works appointed jointly by employers and the workers, propaganda by means of lectures, publications, cinematograph films, etc., permanent safety exhibitions, encouragement of the employers to do all they can to instruct workers in accident prevention, and of workers' organisations to co-operate in this work, etc. Other provisions in this part of the Recommendation relate to the necessity of instruction in accident prevention in schools, the provision of first-aid appliances in undertakings and arrangements for medical attendance and ambulance services. In ~~India~~ any scheme for the prevention of industrial accidents the co-operation of the factory inspectorate, the workers and the employers is essential. In India considerable attention has been paid by individual employers and certain private organisations within recent years to the welfare of labour, and some of the measures recommended above have already been introduced in large-

scale industrial establishments. There is, however, considerable scope for further advance, especially in the encouragement of the co-operation of the workers themselves. The Government of India will be glad to know what steps the Local Government/you - consider feasible with a view to encourage the measures described above.

4. Part III (Articles 15 to 21) of the Recommendation lays down certain principles which are recommended to be incorporated in national laws and regulations with a view to ensure an adequate standard of safety. Some of the requirements of this part are already met by the existing provisions in the Indian Factories Act and the Indian Mines Act and the rules framed thereunder. No legal provision, however, exists to call upon the employer to instruct his workers as to the dangers of their occupation, as recommended by Article 16. The provision in Article 19, which requires that the law should make it the legal duty of the workers to comply with the safety regulations, has no corresponding provision in the Indian Factories Act, but the Metalliferous Mines Regulations and the Coal Mines Regulations issued under the Indian Mines Act impose certain definite duties on persons working in mines with a view to the prevention of accidents and these provisions are enforced by means of prosecutions before the criminal courts. I am to request that the question may be examined as to how far and on what lines it would be desirable and practicable to amend the Indian law with a view to bring it fully in line with the requirements of Part III of the Recommendation. It will be seen that the recommendation contained in Article 21 postulates a degree of organisation and education which Indian workers do not at present possess. Any attempt, therefore, to secure by statutory provision ~~the~~ collaboration of workers on the lines indicated in this Article would seem in the present circumstances premature, though it may be feasible to comply with ~~the~~ parts of this Article by administrative action combined with voluntary co-operation on the part of the employers and the employees. I am to invite, the views of the Local Government/ your views - on this point.

5. Part IV (Articles 22 and 23) requires that State Members should endeavour to secure that accident insurance institutions take into account, in assessing premia, the safety measures taken by each firm and encourage such institutions in the work of accident prevention. This part of the Recommendation has little application to India on account of the limited number of insurance institutions in existence in this country. Such of the institutions as exist possibly do take steps to encourage safety measures and take them into account in assessing premia, but the Government of India have no definite information on the point.

6. For a proper examination of the question of giving effect to the Recommendation under consideration it would be necessary to scrutinise carefully each Article of the Recommendation with a view to determine how far the various recommendations are already met by the existing law in India, which of them can be given effect to by administrative orders and what further legislation will be required. The Recommendation is to be put into effect as a whole. In framing, their views the Local Government / your views you - will no doubt consider the desirability of consulting

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representative organisations of workers and employers and insurance societies, etc. I am to mention that the acceptance by a Member State of a Recommendation passed by the International Labour Conference does not commit her to all the terms of the Recommendation but a formal acceptance commits the State concerned to adoption of the general principles contained in the Recommendation in drafting national legislation and in issuing administrative orders.

7. I am to ask that the reply to this letter may be forwarded so as to reach the Government of India by the 30th April 1931.

I have the honour to be,
Sir,
Your most obedient servant,
J. A. Shillidy,
Secretary to the Government
of India.

Labour Conditions in Dharavi Tanneries, Bombay.

The following details regarding the conditions of labour of the tannery workers in Bombay are taken from an objective article on the subject contributed by Mr. S.V. Parulekar, and published in the Servant of India of 12th, 19th and 26th March 1931 in three instalments:-

Most of the tannery work in Bombay is done in a village called Dharavi which is situated within the island of Bombay. This locality is peculiarly unhealthy, as it is surrounded by marshes which provide a good breeding ground for malarial mosquitoes. The unhealthy nature of the locality is augmented by the bad smell emanating from the tanneries. There are 23 tanneries within the area, out of which 17 alone were working during the time the writer conducted his enquiries. They vary in size, the number of workers in each ranging between 12 and 100. These factories are all owned by individuals with the exception of one. In all the tanneries, except this one, the system of tanning raw hides is the old one which requires two months to tan hides into leather. The only factory in which any mechanical power is used is the Western India Tannery. In all the others manual labour is employed. These tanneries have not been brought within the purview of the Factories Act.

Housing Conditions.- The number of workers employed in the tanning industry at Dharavi is about 1,500. All these workers without exception have migrated to Dharavi from the Southern districts of Madras. They all live in Dharavi itself in sheds constructed by the owners of the factories in which they are employed. In the early days of the industry, the factory owners had to bring workers from the Madras Presidency, as this kind of workers were not available in Bombay, were forced to offer the tempting conditions of free housing to their workers.

Only 125 out of the 1,500 workers live with their families. Two reasons induce the workers to live single, leaving their families in their native places. The first is that the earnings of the male members are inadequate for maintaining their families and the second is that women are not able to secure employment in tanneries and are also unable to secure other work outside since there are no other kinds of factories near at hand in Dharavi. Some of the workers who remain single prefer not to live in the sheds belonging to their employers, but several of them join together and form common messes. The members of a mess cook their meals by turns. As the mess is run on co-operative lines there is hardly any profiteering.

Hours of Work.- The tannery employees have no fixed hours of work. They enjoy a certain latitude as regards the exact time of starting their work. But they are not allowed to stop work until the day's allotted work is finished. Hence the amount of work available on a particular day is often the deciding factor that fixes the number of hours each worker has to put in on that day. Generally, the workers begin the day's work at 7.30 a.m. and leave the factories when their portion of the work for the day is finished - sometimes late in the night. During the boom period of the industry, the management is reported to have extracted work from the workers for more than 14 hours a day, and even at present, when the industry is passing through a phase of depression, the workers are often worked for 12 or even 13 hours a day. The industry does not recognise any over-time allowance.

Child Labour.- The management employs children of 9 to 14 for soaking hides in the pit which are full of bark water. These child workers are called tottiwalas, and their duty is to turn the hides over and over again while the hides are immersed in the pits. This is a continuous process as the hides get spoilt if they are not properly turned over. Children are preferred for this job since they are more amenable to discipline. It is also alleged that preference is given to children because more work could be extracted out of them, and also because their labour is cheaper. It is ~~alleged~~ ^{stated} that the tottiwalas are worked for more than 13 hours a day in this particularly unhealthy process. ~~Formerly~~ these children began work by 7 a.m. and worked till 8 or 9 p.m. with hardly half an hour's recess for meals at noon. Later, the tannery workers formed themselves into a Union, and soon after they organised a strike for which one of the reasons inter alia was the excessive hours of work of tottiwalas. As a result of the strike the Union succeeded in securing a ten-hour day for the children.

Midday Interval.- The midday interval also has not been fixed by the employers. The adult workers are free to retire for noon meals whenever they please and take whatever time they require for meals, since the unit of a day's work is not work for a certain number of hours daily but is the finishing of the task allotted for the day. So far as the tottiwalas are concerned, they do not enjoy the same latitude as adult workers enjoy in the matter of midday interval, as they are employed not as piece-workers but as earners of daily wages. Hence, their midday interval is very short and during periods of pressure of work, it is alleged they

are marched off to work even before they are able to finish their meals. Though the Union has arrived at an understanding with the owners of the tanneries that the tottiwalas should be allowed to have a midday recess of at least an hour, the Union finds it difficult to check any breach of this understanding as the children are easily forced by the mistries (foremen) not to complain to the Union.

Holidays.- None of the workers whether working on the piece work system or receiving fixed wages, get any holidays with pay. They do not stop work even on Sundays and work for nearly 360 days in the year. The workers as a rule take only four or five holidays in the year, but even for these few holidays they have to put in extra hours of work on the previous or succeeding day. Tottiwalas have to work even on holidays for at least two hours in the morning.

Wages.- The monthly wages of the tottiwalas vary in different factories from Rs. 16 to Rs.20. In the case of the adult workers, it is difficult to ascertain their average wage per day since the wage varies from day to day, month to month, season to season and year to year, as the work available is subject to violent fluctuations. Barring one or two processes, the rates of payment for the different processes are uniform in all factories. All classes of workers in the tannery including the tottiwalas are treated as daily paid workers. They can be thrown out of employment any day during the month without any notice. The system of disbursement of wages is irregular. There is no fixed date for payment of wages and in most of the tanneries the wages are in arrears, some times to the extent of two or three months' wages with the result that most of the workers are in the clutches of money lenders, often paying the abnormally high rate of 120 to 300 per cent interest.

Other Conditions of Service.- The worker never comes in direct contact with the owner or employer of the factory. The work is supervised by a chief maistry (foreman) assisted by two or three other maistries. The maistries possess unlimited powers; they employ and dismiss the workers as they please. Before the coming into existence of the workers' Union, the unlimited powers of the maistries were a serious menace to the security of tenure of the workers. The prospective employee had to pay a heavy bribe to obtain work in the factory and when once employed had to give occasional presents to keep in the good books of the maistries. The maistries were in charge of the accounts of the daily work done by the workers, and the workers had no access to these accounts with the result that they had to receive whatever amount was given as wages for the months' work by the maistries. After the Union was formed, however, it tackled the question of payment of wages and secured considerable alleviation of the workers' grievances. It also established the workers' right to inspect the wages register daily.

Even though the Union has done some good service for the cause of the workers, the general conditions of work of the tannery employees leave much to be desired. The writer of the article is of opinion that these can be bettered only by bringing the tannery factories under the Indian Factories Act.

Burmese Dock Labourers' Strike, Rangoon.

The Burmese shipping labourers ^{in Rangoon} working under two stevedores, an Indian and an Anglo-Indian, went on strike on 6-4-31 over the alleged non-employment of Burmans in the agreed proportion. ~~(see pages ---)~~ As a result of the strike, other Burmese labourers joined them in sympathy, while the Andhras apprehending trouble stopped working also. Thus the entire shipping work was suddenly stopped on 6-4-31. The Burmese Labour Bureau held a meeting and advised the Burmans to resume work assuring them of an enquiry into their grievances. The Burmans have agreed and are expected to resume work soon.

A Burmese Government communique dated 6-4-31 says: A dispute having arisen in regard to shipping labour, Mr. Lloyd, I.C.S., Financial Commissioner, summoned a small informal conference to consider the situation on 6-4-31. The dispute has arisen owing to a complaint on the part of Burman shipping labourers that the agreement ~~made~~ of May 1930 has not been duly carried out and that some stevedores do not employ Burman labourers in the agreed proportion. It was decided that the best plan would be to appoint small committees to control the allotment of labour. The stevedores and shipping agents have agreed to this proposal, and the following gentlemen have kindly agreed to serve on the committee: Mr. Lees, I.C.S., Collector, Rangoon, Chairman, Mr. H.M. Mathew of Messrs.

Steel Brothers Company Limited, representing shipping agents
and Captain Rushall representing the stevedores.

It is understood that Burman labourers have agreed to return
to work on 9-4-31.(The Hindu, 7-4-31)

(References to the strike of Rangoon dock workers which occurred in May 1930 and the Conciliation Committee which was appointed to settle the differences between Indian and Burmese dock workers in Rangoon appear at pages 24-25 of our May 1930 report, pages 39-40 of our June 1930 report and pages 45-46 of our July 1930 report).

End of Harvey Mills Dispute, Madura.

At pages 28-29 of the report of this office for March 1931 reference was made to the labour troubles in Harvey Mills, Madura, which culminated in stoppage of work at the mills on 21-3-31. As the dispute showed no signs of a peaceful settlement as the result of negotiations between the employees and the management, the Madura Municipal Council on 8-4-31 appointed a sub-committee to bring about a settlement.

The authorities of the mill in a letter dated 11-4-31 informed the sub-committee that they were not prepared to reconsider their decision regarding the dismissal of 12 men whom they held responsible for the present dispute; and that unless there ^{was} ~~is~~ immediate resumption of work, they would be compelled to close down the mill for a period of two months and then consider the question of reducing wages. The demands of the workers as enunciated in a letter dated 9-4-31 of the Secretary of the Madura Labour Union were briefly as follows:- (a) an enquiry into the conduct of these 12 men before dismissal; (b) an assignment of a definite cause, in future, for every punishment; (c) recognition of the Union and the admission of its rights to make representations on behalf of the labourers to the Mill authorities; (d) an assurance that membership of the Union and participation in its activities will not be liable to punishment. In return, the Union ^{was} ~~is~~ prepared to give an assurance that thereafter no incidents like that of 20th March (when a body of workers assembled, during working hours, in front of the Manager's Office to protest against the transfer of a worker from one frame to another) will take place;

also that it will co-operate with the management in securing discipline and efficient work inside the Mills.

The crux of the dispute was the question of the recognition of the Union, as the men alleged the dismissals of the 12 men were occasioned by the prominent part they took in organising the Union. The sub-Committee of the Madura Municipality while announcing their recommendations for a settlement made the following observations on the question of the recognition of the Union:-

With regard to the recognition of the Union, we feel compelled to make certain observations. It is registered under the Trades Union Act. It seems to exercise an extraordinary hold on the vast majority of the workers who are its members. There have been industrial disputes in Madura in previous years; but none that we can recall in which there has been demonstrated such unity by the workers and such exemplary non-violent conduct as on the present occasion. We have no doubt that the Union has created a new consciousness among its members, the effect of which has been to give them a new outlook on life. It is, if we may venture to express our opinion, not the path of prudence and wisdom for an employer to ignore - much less to oppose - a movement which is recognised throughout the world as a legitimate one. So long as the present relationship lasts, with the labourers determined to maintain the Union and the employer challenging their right, there can be no lasting settlement. We would earnestly urge the Mill authorities to reconsider their attitude and revise it in accordance with the spirit of the times.

The following are the recommendations of the sub-committee:-

1. A committee of arbitration to deal with the dismissal of ^K12 men; (2) statement of a definite charge, hereafter, (with, of course, a proper enquiry) in regard to punishments; (3) a fresh election to the newly formed committee, if that be the wish of the labourers; (4) an assurance in writing that membership of the Labour Union will not be penalised; (5) recognition of the Union.

(Summarised from a communication dated 30-4-31 sent to this office by Mr. B. Shiva Rao.)

Criminal Tribes as Strike-breakers. The following is an excerpt from Mr. Shiva Rao's letter regarding certain attempts made during the strike to recruit members of a criminal tribe known as Kallars as strike breakers:-

"In Madura there are over 500 workers belonging to the Kallar caste. This caste is officially classed as a criminal tribe under the Criminal Tribes Act. Its members are registered under the Act and the Government makes advances of money to them to enable them to settle down. During the dispute more than one special effort was made (I cannot say whether it was with official knowledge and influence) to induce the Kallar workers to go to work. It reminded me of the amendment moved by the Government of India delegates at last year's session of the International Labour Conference to the convention on forced labour. The object of the amendment was to exempt the Criminal Tribes Acts from the application of the convention. Because of its rejection the Government of India delegates said they could not vote for the convention. Although Britain has recently ratified the convention and extended its application to her colonies, the Government of India has not yet done so. The incident at Madura shows that in industrial disputes it would be possible for an employer to attempt to break a strike by putting pressure on workers belonging to these criminal tribes."

Retrenchment in Railways: Railwaymen's Protest.

At page 19 of the report of this Office for March 1931 reference was made to the decision of the Railway Board to effect drastic reductions in the personnel of the railways. The sadly crippled condition of railway finances has compelled many of the railway administrations in India to act immediately on the decision of the Railway Board to reduce the number of employees on their pay-rolls, particularly ^{of them} in the lower paid ranks, and to effect cuts in the wages of all employees drawing over Rs.30 per month. These economy measures on th part of the administrations have raised a storm of protests from the various organisations of railway employees in this country. One of the resolutions passed at the 7th annual Convention of the All India Railwaymen's Federation held at Ajmere on 15-3-31 was to the effect that the Railway Board should be immediately called upon to stop retrenchment and cancel previous orders already issued in this connection, pending complete discussion of all retrenchment schemes with the A.I. Railwaymen's Federation.(vide page 33, March 1931 report)

The objections of the rank and file of railway labour to the retrenchment schemes initiated by the Railway Board were summarised thus by Mr. Kamnadas Mehta, Bar-at-Law, in his speech on 15-3-31 as Chairman of the Reception Committee of the 7th annual Convention of the A. I. R. F. held at Ajmere:

Before the Railway Board talk of retrenchment they should take steps to revise their contribution to the General Revenues, to drastically reduce the salaries and emoluments of the superior officers and to stop ~~the~~ leakages, wastages and extravagances. There is no reason why the contribution of Rs.60 millions to the General Revenue should continue at the expense of the Railway

workers. There are again the fat salaries and allowances whose enormity has largely increased owing to the recent drop in prices; there is no reason why these should continue while the Railway worker is being sacked by thousands. I have no doubt that the Convention will set its face firmly and unequivocally against the retrenchment stunt.

The salaries and other emoluments of the superior Officers have in recent years increased out of all proportion. The revisions that were made during and after the War were based on the increased cost of living then prevailing. The index figure in the year 1918-1919 was nearly two hundred as against hundred for 1914. Ever since then, the prices have gradually fallen; in many cases they are even below the pre-war level; in 1924, under Lee Commission recommendations concessions were given to these Officers, the total monetary value of which is somewhere near Rs. 3.5 millions a year. The recent further drop in prices has added to the purchasing power of the already heavy remuneration of these superior officers and, if the Railway revenues are not to be unduly pilfered, a fifty percent reduction of the total remuneration of these Officers would not be a hardship. The subordinate officers can also afford to give up a part of their present remuneration varying from 10 to 25 percent. These reduction will, in my opinion, save at least Rs. 20 millions to the Railways. Secondly there is no reason why the Railways should subsidize the general revenues to the extent of Rs. 60 to 70 millions a year. It is this subsidy which is responsible for the deficit and if that is removed or substantially curtailed no necessity will remain for the proposed retrenchment. Thirdly the leakages, wastes and extravagance of the Railways are a public scandal; with proper vigilance many rupees could be saved a year.

If the Railway Board sits down and applies its minds in these three directions it would be in a position to secure savings which will not only render retrenchment unnecessary but will further enable it to increase the remuneration of the worker to improve his living and other conditions. We cannot contemplate without horror the fate of thousands of our comrades who will come under the axe and we must resist it to the utmost of our power.

The method by which the proposed retrenchment is to be carried out (see page 19, March 1931 report) is no less dangerous. The difficulty of deciding who is the least efficient and inefficient is one which even Solomon cannot solve, and if Government proceed to give effect to the proposals all the evils of favouritism and jobbery will be let loose on the workers creating great injustice and oppression. I therefore urge that the Railway Board should drop them. If however it persists in this easier task of sacking the helpless employees I would recommend as I have already done elsewhere that the A.I.R.F. should seriously consider the question of an All India strike. (The B. B. & C. I. Railwayman, April 1931).

In this connection, a deputation on the N.W. Railway Union waited upon Mr. J. A. Shillidy, I. C. S., Secretary to the Government of India in the Department of Industries and Labour at Karachi on 18-4-31, to lodge a protest against the proposed retrenchment in the N.W. Railway and to urge on the Government the desirability of appointing a Conciliation Board under the Trade Disputes Act to deal with the grievances of the employees of the N.W. Railway.. Mr. Badikram, General Secretary of the N.W. Railway Union, who led the deputation pointed out that the Union had applied as early as 2-1-1930 for the appointment of a Conciliation Board, and that the request was repeated in October 1930, and that the reply received from the Agent on 6-1-31 to these requests was very unsatisfactory. He further pointed out that in the meantime the situation had been aggravated on account of block retrenchments of staff, reduction in grades, stoppage of compensatory allowances all of which had been made an issue for reference to the Board.

The situation was growing worse and it was high time that the Government took some action in the matter. The Union had sent an alternative scheme, which, if adopted, would save about ~~Rs.~~ Rs. 10 millions without the unfortunate necessity of discharging a single employee. What the Union desired was examination of the said scheme by an independent tribunal along with the other grievances of the employees. (The Railway Herald, Karachi, 15-4-31).

The employees of the B.B. & C.I. Railway, who are also affected by the decision of the Railway Board are also vigorously agitating against the retrenchment.

Mr. Jamnadas Mehta, President, B.B. & C.I. Railway Workers' Union, interviewed the B.B. & C.I. Agent on 8-4-31 and discussed the

proposed retrenchment scheme. He impressed upon the Agent that there would be no need for retrenchment if the company stopped the gift of Rs.7.5 millions to the Government in addition to interest, depreciation charges, sinking fund, etc.

The G. I. P. Workers met in Matunga on 9-4-31 under the presidency of Mr. Ruikar. The chairman said that if the demand for a Conciliation Board was not accepted, the workers must go on strike. The workmen of other railways were sure to join them as there was going to be retrenchment all over. The moment the All-India Railwaymen's Federation gave a mandate there would be cessation of work. The authorities should start retrenchment from the top and see if they still incurred a loss. (The Hindu, 10-4-31).

The M. & S.M. Railway Employees' Conference, which was held at Bangalore from 3 to 5-4-31, passed a resolution strongly condemning any action calculated to inflict hardship on the workers by retrenchment without the administration at the same time endeavouring to explore every avenue for curtailing expenditure by holding an inquiry along with Union representatives. (Times of India, 10-4-31).

Labour News in Brief.

Hours Convention: Application to N.W. and E.I. Railways.

An Associated Press message from Simla dated 28-4-1931 says that the preliminary work in connection with the application of the Washington Conventions^{* Geneva} regulating hours of employment and periods of rest to the North Western Railway and the East Indian Railway has been finished and that the Conventions ^{have} ~~has~~ been applied to these railways. (The Hindu, 29-4-1931).

Strike of Press Operatives, Jubbulpore.

About 50 operatives including jobbers and compositors of the Raja Gokuldas Printing Works, Ltd., Jubbulpore, where the Lokmat, a local daily vernacular newspaper is published, struck work on 17-4-1931. The strikers have been offering satyagraha, at the press and are preventing the management from employing new men. (The Times of India, 7-4-1931).

Ahmedabad Mill Strike Ends.

The operatives of the Spinning Department of the Bharatkhand Cotton Mill, Ahmedabad, were on strike on the 4th and 5th of April 1931 complaining that the mill authorities have refused to give benefit under the Maternity Benefit Act in some cases and have refused to re-engage women operatives after confinement. On the mill authorities promising to redress their grievances, the Ahmedabad Labour Union persuaded the men to resume work on 6-4-31. (The Times of India, 8-4-1931).

(A reference to this practice is made at page 36 of our March 1931 report, vide paragraph Refusal to Engage Women after Maternity.)

Trade Depression Compels Closure of two Bombay Mills.

Two Bombay mills will be closed from 1-5-1931, on account of the present state of depression in the yarn trade. They are the Connaught Mill and the Raghuvamsy Mill. Notices of the closure of the two mills have been issued by the authorities of both the ~~mm~~ mills. The result of the closure will be that nearly 2,500 operatives will be thrown out of work for May 1931. Several of the operatives thrown out of employment, it is stated, will be able to secure employment in other mills, which are extending their operations, and the Prabhat Mill situated in Tardeo is one of such mills. (The Times of India, 13-4-1931).

Mysore Government Press Strike.

500 workmen of various branches of the Mysore Government Printing Press, Bangalore, are out of work consequent upon a lockout ordered by the Superintendent on 31-3-1931. The grievances of the employees are that consequent upon the recommendation of an inquiry committee the hours of work at the press had been changed from 11 a.m. to 5 p.m., ^(6 hours) to 8 a.m. to 12 noon and 1.30 p.m. to 5.30 p.m., thus increasing the hours of work to 8; that under the old system of ~~pe~~ piece work some workmen were getting higher pay which has now been fixed for a few service hands at a fixed salary which worked out very low; and that a number of ~~pe~~ workers now retained do not get even a portion of the wages they originally earned consequent upon the increase of working hours. The employees now demand the old hours of work, the appointment of a Workmen's Committee to safeguard their interests and ^{the} granting of casual leave for ~~piece~~ ^{piece} ~~work~~-workers.

The general complaint seems to be that under the changed conditions brought in force in July 1930 the workmen have not been able to earn half of what they earned originally and that repeated requests have been ignored. The authorities are firm and demand unconditional resumption of work and refuse to go back upon the Government order which brought about the changed hours of work. (The Times of India, 3-4-1931).

K.

Industrial Organisation.

Employers' Organisations.

4th Annual Meeting of Federation of Indian Chambers of

Commerce, Delhi.

The 4th annual meeting of the Federation of Indian Chambers of Commerce and Industry was held at Delhi on 7th, 8th and 9th April, 1931 under the ^{Mr. D. Birla, owing to the illness of} Presidentship of Lala Shri Ram, the President of the Federation. Reviewing the activities of the past year, Lala Shri Ram said that many events had occurred in the ~~the~~ economic sphere which had intensified the gloomy prospects the Indian mercantile community envisaged when they met last year at their annual meeting. In the first place, ~~there~~ had been a catastrophic fall in the prices of the chief staple agricultural commodities, with the result that the purchasing power of the agriculturists had been reduced. Again, exports had fared worse than imports. In the words of the Finance Member of the Government of India, " She (India) has felt the severity of the fall in the case of what she has to sell, but has not obtained a corresponding advantage of the fall in prices of what she has to buy."

Lala Shri Ram made the fiscal policy of the Government of India the main theme of his address and pointed out:

1. that the currency policy of the Government of India in persisting ⁱⁿ and maintaining the exchange ratio at 1s.6d to the rupee in the face of falling prices was directly responsible for much of the suffering of the country,

2. that the borrowing by the Government of large sums of

money was another contributory cause for the national trade depression,

3. that the effect of the heavy taxation levied by the Government of India was disastrous to Indian trade and industry. (A copy of the full text of Lala Shri Ram's speech was forwarded to Geneva with this office's minute D 1/385/31, dated 23-4-31.)

Mahatma Gandhi, who ~~presided at the opening~~ of the Conference, referred in his opening speech to the resolution regard^{ing} the Declaration of Rights passed at the recent Karachi Congress (vide page 1-3 of our March 1931 Report) and declared that while the Congress stood for the cause of the poor it did not wish to make unreasonable inroads on the rights of the Commercial classes.

According to ~~Mr.~~ Gandhi, what the Congress stood for was that, peasants, merchants, and princes should regulate their activities for the benefit of the country as ^a whole and not try to exploit the poor. Regarding the future position of Europeans in India, Gandhi said that their interest would be served best by their becoming the true servants of the people of India.

After the speech of Mahatma Gandhi, the business session of the Federation ~~commenced~~ commenced. The following is the full text of the more important of the resolutions passed by the Federation:

Resolution No.1 (re: Currency and Exchange). - (A) The Federation views with grave apprehension the financial and currency policy of the Government which has had the effect of: (i) reducing the purchasing power of the people, (ii) increasing the liability of every debtor including that of Government, (iii) creating artificial stringency at even unnatural periods during the last few years in the money market and undermining the credit of the Government both at home and abroad, (iv) frittering away the gold resources in the currency reserves which threatens in the near future the convertibility of the currency of the country.

(B) The Federation is of opinion that unless immediate steps are taken to - (1) make drastic retrenchment in every department ^{of}

~~of~~ national expenditure both in the Central and the Provincial Governments, (ii) generally to regulate the currency and fiscal policy of the Government in a manner calculated to promote the productivity of the country, and (iii) stop further efforts at maintaining the value of the rupee at 1s.6d., the situation cannot but develop most alarmingly causing irreparable harm to the economic structure of the country.

(C) The Federation repeats its emphatic protest against the fact that inspite of its warnings during the last few years, a policy diametrically opposed to unequivocally expressed responsible Indian opinion has been pursued and is amazed at the Government's determined persistence in that policy on the eve of the transfer of the Finance and Commerce Departments to popular control.

Resolution No.2 (re: Silver) : - (A) The Federation views with grave alarm the unprecedented fall in price of silver and is of opinion that unless steps are taken to improve the position of silver as a precious metal in the world there cannot be a lasting revival of normality of economic conditions in the world.

(B) In the opinion of the Federation the following steps are therefore essential for bringing about the desired result: (i) That the main silver producing interests of the world should in co-operation with such Governments ~~and~~ as have surplus silver for sale arrange for some co-ordinated plan for the regulation of the production and sale of silver, (ii) that the Government of India as the Government which hold the most important silver stocks should take a leading part in promoting such co-operation, (iii) that the Government of India should take immediate steps to organise world opinion in favour of fixing ratio of gold with silver, and (iv) that the Government of India should decide their silver policy in consultation with a Committee to be nominated from the elected Members of the Assembly and representatives of this Federation and until that is done, the Government of India should not sell any silver.

Resolution No.3 (re: Agricultural Produce). - (A) The Federation views with alarm the abnormal depression brought about by unprecedented fall in the prices of agricultural produce specially wheat, cotton, groundnuts, jute, etc. and while noting the Government's action in reducing Rail-Freight Rates on wheat in certain cases deplores the general apathy in giving immediate relief to the agricultural population of the country.

(B) (i) The Federation suggests for the acceptance of the Government of India substantial reduction in the Railway freight on agricultural produce which would also result in stimulating greater volume of trade. (ii) The Federation expresses gratification at the recent imposition of the import duty on wheat even though it is a very tardy step in that direction bearing in mind that the price of wheat in the market centres upcountry had declined to under-cost of cultivation about a year back. (iii) The Federation suggests similar import duty on or prohibition of import of rice from foreign countries.

(C) The Federation further urges upon the Government of India the necessity of revising the Land Revenue Policy with a view to afford adequate relief to agriculturists in case of such unprecedented slump in prices.

Resolution No.4 (re: Industries). - The Federation calls upon the Government of India to take active steps towards the development of Indian Industries in general. It regrets the inaction of Government in giving relief to the chemical industry and in dealing with the report of the Tariff Board submitted on this question as far back as July 1929. ~~3~~

It draws the attention of Government to the urgent necessity of taking steps to - (i) make India self-supporting in the matter of salt supply; (ii) secure the acceptance by the Swedish Match Company of certain recommendations made by the Tariff Board in view of its unfair activities such as rate war with the end of ruining the indigenous industry; (iii) give effect to the recommendations of the Hide Cess Committee.

(B) With a view to give adequate protection to ^{the} Indian tanning industry, the Federation urges upon the Government of India to set up immediately an inquiry through ^{the} Tariff Board to examine the case of ^{the} industry, and pending the report of ^{the} Tariff Board ^{to} levy a duty of 15% ad valorem on raw hides and 25% ad valorem on raw skins to give it ^{the} immediate relief which it urgently requires.

(C) The Federation deeply regrets the apathetic and indifferent attitude taken up by the Government of India after the failure of ^{the} Shipping Conference convened by the Viceroy last year regarding the development of ^{the} national mercantile marine and presses upon the Government of India the urgency of taking immediate and effective steps for the development and protection thereof.

Resolution No.5 (re: Insurance Legislation). - The Federation regrets the absence of any effort on the part of the Government of India to introduce Insurance Legislation on the lines of the recommendations made by the Federation at its last Annual Session and emphasises ~~upon the Government of India~~ the necessity of undertaking such legislation at an early date.

Resolution No.6 (re: Burma). - The Federation is of opinion that the question of the constitutional evolution of Burma should be left to the decision of the people of Burma. There are ample indications to show that responsible Burmese opinion is dissatisfied with the decision of the Round Table Conference and the Secretary of State's statement in the House of Commons on the 20th January last to pursue separation without Dominion Status. The Federation considers that the proposed federation of Indian States and provinces has created a new position under which Burma can join with such federation with great advantage to herself. The Federation, therefore, urges that full and proper facilities should be provided for the people of Burma to express their free and clear opinion on this matter, ~~otherwise~~ rendered more difficult owing to ^{the} repressive laws now in force.

Resolution No.7 (re: Rights of British Mercantile Community & Reservations and Safeguards). - The Federation of Indian Chambers of Commerce and Industry disapproves of clause 14 of the Report of the Sub-Committee No.3 of the Round Table Conference which deals with the rights of the British mercantile community. The Federation cannot agree to any restriction on the discretion of the future Government of India, to which there is no parallel in the constitution of any other free country, as in the opinion of the Federation any restrictions of the kind suggested would so fetter the future Government as to render it powerless to protect or promote indigenous enterprise, and that the Federation puts its view on record that no reservations or safeguards of any nature whatsoever will be acceptable unless they are proved to be in the interests of India.

Resolution No.8 (re: Improvement in the Conditions of Workers). While fully recognising that without adequate protection, patronage and Co-operation of the State to withstand competition from foreign countries it is not possible to bring in India conditions which will improve to a satisfactory standard the well-being of all workers, the Federation calls upon its Member-Bodies to make strenuous efforts to bring about such improvements in wages, in hours of labour and conditions of work -agricultural, industrial, commercial and others, as is possible under the existing unsatisfactory conditions in respect of protection, tariffs, and exchange and currency policy of the State.

Resolution No.9 (re: Patronage to Indian Industries). - The Federation expects that all Indian industrialists who claim protection and patronage in any form should in their purchases and dealings and general policy give the same protection and patronage to Indian industries, especially those concerns which are Indian owned and Indian managed.

Resolution No.10 (re: Unfair Activities of Foreign Concerns and their Effect on Indian Enterprises). - This Federation desires to impress on the Government the necessity of taking steps to protect Indian enterprises by putting a stop to unfair activities such as rate war by the foreign concerns against them, and requests the Government to institute a thorough and impartial public enquiry into such cases and to grant relief where grievances of the nature exist.

(A summary of the proceedings of the third annual meeting of the Federation is given at pages 39-45 of our February 1930 Report).

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52

The Indian Committee of International Chamber
Of Commerce: 2nd Annual Meeting, 1931.

The second annual meeting of the Indian Committee of the International Chamber of Commerce was held at Delhi on 9-4-31, with Mr. D. P. Khaitan in the Chair. After the adoption of the report for 1930 the meeting elected the following office-bearers for 1931-32: Mr. Walchand Hirachand (President); Mr. Ambalal Sarabhai (Vice-President); Sir Purshotamdas Thakurdas; Mr. G. D. Birla, Lala Shri Ram; Mr. Jamal Mahomed, Mr. Shanmukam Chetty, Mr. S. N. Haji, Fakirji, ^{cowasji,} N.R. Sarkar, Mr. B. Das, and Mr. D. P. Khaitan (members). Mr. R. I. Nopany (Honorary Treasurer) and Mr. J.K. Mehta (Honorary Secretary).

(The Times of India, 11-4-31).

(For proceedings of the First annual meeting of the Indian Committee of the International Chamber of Commerce vide pages 46-47 of our February 1930 Report).

Workers' Organisations.

The 7th Session of the Travancore Labour Association, 1931.

The seventh annual session of the Travancore Labour Association was held at Alleppy, Travancore State, in the first week of April with Mr. B. Shiva Rao, (one of the advisers to the workers' delegate to the 14th Labour Conference) in the chair. In the course of his ~~speech~~ presidential address, Mr. Shiva Rao speaking about the progress of the labour movement ~~in~~ since the war, said "The importance of the movement was recognised in the Peace Treaty and one of the most important auxiliaries of the League of Nations today is the International Labour Organisation under ~~whose~~ whose auspices at Geneva, delegations representative of the governments, the employers and the workers from all parts of the world gather to discuss problems affecting workers in agriculture and industry. We in India owe a great deal more than many of you perhaps realise to the work of the International Labour Conference; during the last ten years, in spite of the utterly inadequate representation of labour in our legislatures, we have placed on the Statute book an amended Factories Act providing for a ten hours' working day, a Workmen's Compensation Act, the Trades ~~and~~ Unions Act and several other measures of benefit to the working classes." Mr. Shiva Rao stressed the importance and necessity for the workers in Indian States to take concerted action with those in British India to protect their common interests. He then briefly dwelt upon the efforts made by Mr. N. M. Joshi and himself at the London Round Table Conference for safeguarding the rights of labour in the future constitution of India and concluded his speech with an appeal for communal and sectional unity among the workers.

The following are some of the more important of the resolutions

~~XXXX~~ passed at the Conference:-

1) This Conference urges upon the Travancore Government to appoint without any further delay a mixed commission of officials and non-officials with adequate labour representation to enquire into the conditions of labour in Travancore, including the plantations, and submit a report so as to make it the basis for suitable ~~labour~~ legislation.

2) This Conference ~~is~~ urges upon the Travancore Government to alter the election rules and extend adult franchise immediately.

3) This Conference requests the Government that, consistent with their numbers, the labourers should be given separate electoral constituencies to elect their representatives to the representative institutions in the State.

4) This Conference requests the Government that there should be adequate labour representation in the committee for economic survey proposed to ~~be~~ be appointed by the Government.

5) This Conference requests the Travancore Government to issue forthwith the necessary orders to make primary education compulsory in the State and to prevent boys and girls who have not completed their fourteenth year from going into the factories and other business concerns for labour.

(The Hindu, 12 & 27-4-1931.)

All-India Textile Workers' Federation: Ahmedabad Textile Labour Association's Scheme.

The Ahmedabad correspondent of the Times of India writing to the Times of India, 28-4-31, gives the following details about a scheme initiated by the Ahmedabad Textile Labour Association to set up an All-India Textile Workers' Federation:-

"~~As~~ A proposal to unite the millhands employed in the different textile mills in the country into a strong national labour organisation ^{has been originated} by the Ahmedabad Textile Labour Association, which is one of the largest labour unions in India with a membership of over 50,000 workers. As ~~it~~ is well known, the Association has consistently refused to enter the Trade Union Congress and has been working under the guidance of Mahatma Gandhi, Shrimati Ansuya Sarabhai and Mr. Shankarlal Banker in a manner which does not

offend the mill owners and yet safeguards the interests of the workers. (for details, please see pages 18 to 19 of our July 1929 report). If the proposal which is contained in a resolution of the Representative Board of the Association is carried out successfully, the central organisation will be a powerful moderate labour congress and may prove a serious rival to the Trade Union Congress."

(The Times of India, 28-4-31.)

(At page 43 of the report of this office for January 1930 reference is made to the efforts made by Mr. R. R. Bakhale to organise an All- India Textile Federation.)

All-India Railwaymen's Federation:

General Council Meeting.

The General Secretary of the All-India Railwaymen's Federation has announced that the General Council of the Railwaymen's Federation will meet at Bombay on the 9th and 10th May 1931 to consider the following subjects:- (1) the present retrenchment situation; (2) the G. I. P. strikers' question; (3) the consideration of suggestions for amendment of the Constitution; (4) Trade Union Unity; and (5) any other subjects, which the members will deem fit to consider.

(The Hindu, 21-4-31)

Intellectual workers.

Disabilities of Indian Journalists.

A number of important resolutions bearing on the profession of Journalism in India was passed at the annual meeting of ^KUpper India Journalists' Association held on 4-4-1931 at Delhi with Mr. K.C. Roy, president, in the Chair.

Grievances of Indian Journalists.- Mr. K.C. Roy reviewed the position of Journalism in India as compared with that in other parts of the Empire and said that it stood second to none. The press in India was a new growth but it was a very healthy growth. The position must be viewed from two standpoints. Firstly, the professional standard which it was their duty to build up and maintain for the benefit of all in the trade, and, secondly, the economic standard which must be improved as a result of better news distribution, management and advertisement and above all better editorial contribution.

But there were difficulties in the way of Journalists in India which were peculiar and unknown in other countries. Firstly the penal laws were stiff. They in India had the Princes Protection Act, a statute unknown in any other part of the Empire. Then there was the law of libel in India which was an illusive and harassing enactment. Thirdly, there was the law of contempt which was not infrequently used in India.

Concluding, Mr. Roy drew attention to the fact that democracy and the Press were new problems before the Western political mind, and everybody recognised that nothing could be done to stop newspaper progress. The newspapers in India had always set high ideals for themselves; Mr. Roy felt sure that in India the newspapers had come to stay, Ordinance or no Ordinance.

Report for 1930-31.- The Committee's report for the year ending March 31, 1931, reviewed the activities of the Association in reference to the two Press Ordinances and other Governmental attempts to place difficulties in the way of the Press. Till the expiry of the First Ordinance in October, ¹⁹³⁰ 235 newspapers and 327 printing presses were proceeded against and several of them had to close down, bringing the newspaper and printing trade practically to a standstill. Under the Second Ordinance 17 more newspapers and 18 presses were taken action against. Not only was there a victimisation of newspapers in Upper India but the rigorous censorship over press telegrams which Lord Irwin promised to relax continued undiminished.

The report then referred to the recommendation of the Congress Working Committee suggesting suspension of newspapers as a protest against the Ordinance, thus adding to the difficulties and anxieties of the press. Though united action ^{only} could be solved a great many of the difficulties that beset the path of journalists in India in the present transitional stage.

Resolutions Passed.- The Congress passed a resolution urging the repeal of the Princes Protection Act which was characterised as opposed to the freedom of the press and also to the constitutional growth of India. The meeting also protested against the Press Control Bill as subversive of the liberties of the press and fundamental rights of freedom of opinion and thought, and demanded its withdrawal. A third resolution declared that it was desirable that well-trained and efficient journalists be employed on the editorial staffs of newspapers and that as far as possible the existing standard of salaries be improved and fixed on a graduated scale.

Office-bearers.- The following office-bearers for the new year were elected:- President - Mr. C.S. Ranga Iyer, M.L.A; Vice-Presidents - Mr. J.N. Sahni, and Lala Durgadas; Secretary - Mr. A. Seshadry Iyengar; Joint Secretary - Mr. Shiva Narayan Bhabnagar; Members - Sardar Diwan Singh, Lala Deshabandhu and Mr. Jaffrey. Mr. K.C. Roy is a member of the Committee as an ex-president.

(The Pioneer, 10-4-1931).

The 2nd All-India Salaried Employees' Convention, 1931.

Under the auspices of the Indian Federation of Salaried Employees, Calcutta, the second All-India Salaried Employees' Convention was held at Madras on the 11th, 12th and 13th April under the presidentship of Mr. Jamnadas Mehta, Barrister-at-Law. The object of the Federation is to safeguard the interests of clerical employees and to improve the service conditions of salaried employees by bringing in the aid of legislation and by securing representation for salaried employees in public bodies.

In the course of his welcome address, Mr. C. Basu Dev, M.L.C. (Madras), Chairman of the Reception Committee, expressed regret for the split in Trade Union ranks which occurred at Nagpur in 1929 (vide pages 24-29 of our November 1929 Report) and pointed out that the All India Salaried Employees' Federation was not a rival body to either the All India Trade Union Congress or the All-India Federation of Trade Unions. Referring to the Convention on Hours of Work of Salaried Employees adopted by the 14th International

Labour Conference, he said that among the ^{Classes of} employees included in the Salaried Employees' Convention, are caretakers, clerical employees, etc., and it is doubtful whether some or all of them do not come under Washington Hours Convention. The term "salaried employees" has been used in contra-distinction ~~with~~ to the term "workers". Some have gone to the extent of stating that any attempt at ^a separate organisation for salaried employees will be an attempt to separate bourgeoisie classes from the proletariat and that to the organisations of which so-called salaried employees and industrial workers are common members, the All-India Salaried Employees' Federation may bid fair to be a rival organisation encouraging separatism and increasing the ~~division~~ divisions already existing in the Trade Union groups in this country. He hoped that the Convention will prove to be a cementing force and sounded a note of warning against the mistakes which the West committed in making bifurcations in the Unions of the Trade Union Movement, as a result of which there have been inter-~~union~~ union disputes regarding the boundaries for organisation.

In conclusion the speaker said that the lot of the middle class employees was miserable. They were accustomed to a standard of life which their meagre earnings could not maintain. They must have decent and clean clothing and must live in decent quarters. The co-operative movement, the solvent of many economic evils, had not been fully explored and especially in the matter of housing. Co-operative Building Schemes would easily solve the unhealthy overcrowding and put the class of salaried employees in possession of small garden houses if only they would care to be benefited by it. He then made a fervent appeal to the workers to organise themselves and suggested the starting of an Employment Bureau under the auspices of the Association.

The following are extracts from the presidential address delivered by Mr. Jamnadas Mehta:-

Referring to the scope of membership of the Federation, Mr. Mehta said:- Your Federation includes within its scope not merely one trade or industry but every commercial, trading and manufacturing concern which carries on business on modern lines, including the theatre, music and art. The Trade Union Movement is designed to fight the evils of industrialism; but the small trades and crafts which are based on the individual ability and artistic skill of the worker himself had better be left out of our activities. It would, in my opinion, be a retrograde step to standardise art and craft. You ~~must~~ cannot unionise personality. Moreover in actual working the appeal which your Federation can make will be confined to the clerical, commercial and technical employees. Postal, telegraphic and other civil servants in Government employment are organised in their own departmental unions although their problems are not substantially different from yours. It therefore becomes necessary to make our activities intensive rather than extensive.

Referring to the immediate problems of salaried employees, the President said: In the main, the problems of the salaried employees are the same as those of the industrial wage-earners. They relate to a minimum wage adequate for the maintenance of the employee and his family, to the education of his children and to leisure sufficient to make life happy and enjoyable. For this reason it is our duty to make common cause with the Trade Union Movement in this country and to strengthen ourselves by strengthening it. The existing state of things has done untold harm to the cause of workers whether they be in private employ or in public service. The employing class has got the upper hand and taking advantage of the present depressed condition of trade and industry attempts have been made and are still being made to lower the standard of living of the working classes in the country. The struggle for existence is becoming keener than it ever was. The number of the unemployed seeking work which they cannot find, is very large indeed; and one cannot contemplate without a shudder the intense social and economic distress which must inevitably accompany a period of prolonged and widespread unemployment like the one through which we are passing.

With regard to the serious issues raised by the present widespread unemployment in the country, Mr. Mehta said: It must not be imagined that unemployment is an accidental or temporary phase. Its intensity may vary from time to time but the capitalist state of society cannot continue to exist without some margin of unemployment; and no solution of the problem will be final and satisfactory which fails to take note of this basic and fundamental fact. Unemployment is simply a symptom of the disease called capitalism; and so long as society is prepared to be run on a capitalistic basis, it will be confronted with the duty of making adequate provision for the maintenance of those who might get shipwrecked in times of an industrial crisis. The problem of unemployment as also the question of wages and hours of work is in the ultimate analysis the question of a more equitable distribution of goods and services.

Unemployment and its horrors can only be mitigated by a measure of unemployment insurance; and I am glad that the Indian National Congress has included that item in its ~~progressive~~ programme of social and economic reforms announced at the Karachi session. But this is only a partial solution. In order to achieve permanent results more drastic steps are necessary; there is, however, no unanimity as to what these steps should be. Three different solutions ~~of the present~~ hold the field: (1) Violent expropriation of the propertied class as is done in Soviet Russia; (2) Evolutionary Socialism; and (3) without altering the basis of society, the imposition of heavy taxation on the rich for financing social services like free education, municipal amenities, unemployment and maternity benefits, old age pensions and the like.

After pointing out the ~~fallibility~~^{futility} of the Soviet method, Mr. Mehta said; Force having thus been ruled out for achieving social well-being what is left open is an evolutionary socialism to be achieved step by step by the spread of education and enlightenment, by gradual conversions of the privileged classes, by constant appeal to the higher side of man, by the ballot box and Parliamentary action. On the whole this method however sober it may appear is more dynamic in results than the endless combats of violent factions. Trade Unionism is no doubt a recent growth in this country. It is still weak in numbers and in energetic propaganda. That weakness is recently increased by the split in its ranks. Yet, even as it is, much can be accomplished to maintain the standard of living of the workers and even to improve it. Public opinion is steadily growing friendly to the demands of labour. The press though mainly capitalistic in outlook is not hostile to our demands and the Indian National Congress at its recent session in Karachi has come out with a programme which is encouraging to every worker in the country. Systematic efforts will have to be made through the Municipalities and Legislatures to encourage legislation making the public bodies and the state responsible for financing liberally social services of various kinds.

Other points dealt with by the speaker were the following:

Minimum Wage Standards. - The minimum wage of course stands in the forefront of our demands. It is no revolutionary stunt, but a common place even in capitalistic countries. On principle, few will be found to challenge it; but to secure it in actual practice will require earnest and unceasing endeavours. Even if the legislatures of the country can be induced to pass necessary enactments it will require a careful statistical inquiry before a definite amount can be laid down as the minimum wage. It will be obvious that the amount will vary according to places for which it is fixed. In a general way however it can be laid down that in large cities like Bombay and Calcutta no man can live a comfortable decent life unless for a family consisting of a husband, wife and two children the total income is at least Rs. 100 a month. In the smaller towns and rural areas Rs. 60 should be required for the family of a similar size. In the absence of such minimum wage "food, warmth and clothing which are necessary for the mere main-

tenance of the functions of the body in their normal state cannot be obtained."

Hours of Work. - Next to the question of wages there is the no less important question of the hours of work. Since the establishment of the International Labour Conference at Geneva, a substantial agreement has been reached among civilised nations on this issue; and in many important industries an eight hours day has been agreed to. This represents a great step forward. Not more than a hundred years ago children of nine years of age were forced to work ten hours per day or even more. Distinguished authorities like Prince Kropotkin and Mr. Bertrand Russell (now Lord Russell) have visualised a four hours day which with better organisation and scientific management could easily produce at least as great a quantity of consumable commodities as are produced at present. But that is perhaps a too ambitious goal for the immediate future. A six hours day however is even now an affair of practical politics. Long hours and much overtime reduce the efficiency of the worker without increasing production. All the reduction of working hours has so far not involved any diminution of output. In the interest of industrialism itself it would be a most desirable piece of social legislation; the reduction of the number of working hours is a thoroughly sound proposition. It decreases the cost of production by reducing sick leave. In the recent resolution of the Indian National Congress we have the assurance by the biggest political body in the country that the limitation of the working hours will be a recognised principle. We have also been assured in that resolution of a fairly advanced programme of other beneficent reforms for the working classes. All this was substantially recommended in the Nehru Report and approved by the Calcutta Congress in 1928. But its restatement at this psychological moment is all to the good.

Measures to Combat Unemployment. - The responsibility for combating unemployment is to a considerable extent to be shouldered by the Government. The money necessary for such practical action can be secured in two ways, viz, by reducing wasteful expenditure on the army and the foreign personnel in the Civil Service. Education and medical relief are starved in this country. If the funds which are today wasted in the manner described above are released for these social purposes we can provide education to every child and free medical assistance to every sick person without a single rupee of additional taxation. If more money is needed for organising unemployment insurance, maternity benefits, old age pensions and the like the same could be secured by taxing large incomes above a certain minimum, by a graduated inheritance tax as proposed in the Congress resolution and by calling upon the bigger industries to contribute towards the relief of miseries for which they themselves are responsible.

Industrial Democracy. - These social and economic reforms will not be complete until the working class gets a substantial control of the conditions of work. In its most extended form this control means an industrial democracy in place of the present industrial autocracy. Political democracy even with adult suffrage

will fail to achieve all that was expected of it until in the industrial sphere the workers and the producers have a determining voice. An economic federal democracy under a political democracy will make the latter real and living. The future thus visualized could be accomplished by the united endeavours of the Trade Union movement in this country, only if this movement extends its sphere of activity beyond the immediate needs of the workers. For this purpose the working class must enter into close and cordial alliance with the Indian National Congress. I have too often heard bitter complaints about the Congress being a capitalist body; but I have found little or no truth in that accusation. (The Hindu, 12-4-31).

Resolutions Adopted.- The following are some of the important resolutions adopted by the Convention:-

1. This convention expresses its disapproval of the action of the Government in prosecuting workers and leaders of the trade union movement and in view of the provisional settlement arrived at between the Government of India and the Indian National Congress and in order to secure a peaceful atmosphere in the country, this convention urges the immediate and unconditional release of all classes of political and labour prisoners, and under-trial prisoners convicted in connection with the South Indian Railway strike of 1928.

2. That in order to safeguard the interests of employees as well as to maintain the efficiency of the staff, this convention urges upon all local bodies the introduction of the time-scale pay providing, on ^{an} average, service for 25 years in the different groups of salaried employees in their employment.

3. ~~That~~ This convention strongly protests against the formation of and retention of staff offices in the various railways in these days of economic strife and urges the removal of the same as a first retrenchment measure in as much as the trade unions will serve the purpose sought for by these offices.

4. This convention is strongly ^{convinced of} ~~of opinion~~ the necessity of providing adequate labour representation in the second Round Table Conference to place before it the view point of workers in the making of the future constitution for India and recommends that the number of such delegates should be 9 and that the personnel of the delegation be selected by the Executive Committee of this federation in consultation with the Executive Committees of the other All-India Labour organisations.

5. This convention is strongly of opinion (a) the system of daily wages for the conductors, motormen and linemen in the Madras Electric Tramway and Electric Supply Corporation be abolished and that they may be put into the salaried register on time-scale with a decent monthly minimum pay as obtaining in Bombay and Calcutta; (b) they may be allowed ~~at~~ a day's leave a week and granted leave on the basis of fundamental rules and (c) providing for old age, ~~a~~ provident fund system, as obtaining in the railways, should be introduced.

13

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6. This convention deplores the split in the All-India Trades Union Congress since the Nagpur session of 1929 and the incalculable harm it has done to the cause of the workers in India. It appeals to all sections in the movement to close up their ranks and to concentrate on carrying on a united fight by all legitimate, lawful, constitutional and peaceful means with a view to liberating the working class from the life of incessant toil and drudgery to which they are now condemned.

7. ~~That~~ This convention assures all employers in India that the Federation will have due regard to the interests of the employers and employed and will promote harmony between them and in order to secure this object ~~in view~~ this convention requests the Government to promote ~~such~~ legislation ~~as to make~~ provision for profit-sharing between the employers and the employees.

8. ~~That~~ This convention places on record its considered opinion that the conclusions so far arrived at at the Round Table Conference regarding the future constitution for India are unsatisfactory. This convention while congratulating the Indian National Congress upon its recognition of the legitimate rights of workers expresses its emphatic opinion that no constitution for the future Government of India shall be acceptable to the country unless it is based on the following principles both for the British Indian and the Indian States' subjects:-

1. Universal adult suffrage,
2. fundamental rights of personal liberty, association, conscience, speech and press.
3. elimination of female labour from dangerous occupations,
4. maternity benefits,
5. free compulsory primary education, free secondary education and special educational facilities for adults,
6. a living wage for workers based on the family budget,
7. working hours being limited to 6 hours a day and 34 hours a week,
8. healthy conditions of work,
9. protection against the economic consequences of old age, sickness accident and unemployment,
10. abolition of compulsory labour,
11. abolition of compulsory work on holidays and of overtime work,
12. the right to strike,
13. free medical relief and free libraries,
14. abolition of food taxes and
15. nationalisation of key industries.

Office-bearers for 1931-32. - Mr. Jamnadas M. Mehta: Chairman; Messrs. C. Basudev of Madras and R. V. Fulay of Nagpur, Vice-Chairman, Mr. S. Mukundalal Sircar, Secretary, and Mr. B. Datta of Calcutta, Treasurer.

The invitation from a Delhi delegate requesting that the next convention be held at Delhi was accepted. (The Hindu, 13-4-31).

(The proceedings of the 1st Salaried Employees' Convention held at Calcutta in 1930 are reviewed at pages 49-50 of the report of this office for January 1930).

Conditions of Work of Clerks in Commercial Offices.

The following details about the hard conditions of service under which clerks have to work in Indian commercial establishments are taken from a letter dated 4-4-31, on the subject contributed to the 'New India' of 9-4-31 by a Tuticorin correspondent writing under the pseudonym "A Mere Clerk" :-

"In the Legislative Assembly, Mr. N. M. Joshi, opposed the proposal of the Government for the non-ratification of the convention regarding the hours of work of salaried employees in commercial establishments, restaurants, etc., Ultimately the Government agreed to postpone the decision to the Simla session. (See page 27 of this report)

I wish to point out that the lot of clerks in commercial establishments is far worse than that of the industrial wage-earners, who are at least able to make representations through their Unions, and unemployment amongst the middle classes is even more acute than among the working classes, with the consequence that for every vacancy there are at least ten applicants on the waiting list. Also, owing to communal and caste distinctions, clerks are afraid of organizing themselves into Unions. If the conditions obtaining in Tuticorin, ^(South India) are typical, I have no hesitation in saying that our lives are far harder than those of the manual labourers. We work for more than 10 hours, sometimes even 15 hours, a day without any right to a holiday. We are compelled to work even on Sundays and on festival days. Our salaries range from Rs.15 to Rs.30 a month. Representations have sometimes been made to the Indian Chamber of Commerce without any effect. Memorials to the Ministers elicit a formal reply that they will be considered. Is there no way of putting pressure on the commercial community in this country to see that we are treated as human beings?"

Economic Conditions.

Congress Committee to Scrutinise India's Public Debts.

The Working Committee of the Congress has appointed Mr. D.N. Bahadurji, Prof. K.T. Shah, Mr. Bhulabhai J. Desai, and Mr. J. G. Kumarappa (convener) to carry out ^a scrutiny into the financial transactions of the East India Company and the British Government in India and the so-called public debt of India, and to report on the obligations which should in future be borne by India or England. The committee is to report by the end of May, 1931.

(The Pioneer, 8-4-31).

Scheme for Re-Export of Foreign Cloth.

The Congress, working in co-operation with ^{some} ~~the~~ Bombay textile millowners, is engaged at present in working out a scheme for the re-export of the existing stocks of foreign cloth in India. After interviewing Gandhi on 16-4-31, the millowners met at the premises of the Millowners' Association, Bombay, later in the day to give effect to the scheme. They have empowered a sub-committee, consisting of Mr. Kasturbhai Lalbhai, Mr. Shankarlal Banker and Mr. Lalji Naranji, to draw up the details and work out the scheme. The sub-committee will first collect details about the extent of piecegoods stocked in India, and determine the terms on which goods can be purchased from merchants, and the foreign ~~which~~ countries to which the goods should be exported. A Joint Stock Company, known as the Foreign Piecegoods Export Company, Limited, is to be started to carry on the work and the ~~Articles~~ ^{Articles} of the Company are being drawn up.

(The Hindu, 17-4-31).

Mill Merger Scheme: Reasons of Failure.

At pages 47 to 49 of the report of this office for March 1931 reference was made to the break-down of the Bombay mill merger scheme. The Times of India, Bombay, of 10-4-31 gives the following reasons for the failure of the scheme:-

"It is authoritatively understood that the proposed scheme for the merger of 35 cotton textile mills of Bombay City has been definitely abandoned on financial grounds; namely, firstly, the Government of India's refusal to forego entirely the 3½ per cent. Stamp Duty which would have meant a saving of Rs.3 millions and , secondly, the inability of the Merger Committee to arrange with the Imperial Bank of India a loan of Rs.100 millions to finance the merger. The Government of India agreed to forego half the Stamp Duty, but not the whole of it. The authors of the scheme urged the latter course, quoting as a precedent the action of the British Government in connection with the Lancashire Cotton Corporation."

The Indian Daily Mail, Bombay, gives the following reasons for the failure of the scheme:-

Inquiries made by a representative of the "Indian Daily Mail" show that there are , besides financial reasons, other and more important reasons for the failure of the scheme. To begin with, the report regarding the valuation of these mills made by the two Lancashire experts - Mr. Entwistle and Mr. Thompson - made startling disclosures. It brought to light, it is believed, a deplorable state of affairs in some of the mills; the experts were, for instance, not at all satisfied with the present condition of their machinery, running stock, etc., which they consequently put down at a low price. In other words, they believed that the value of those mills was not what was suggested by their owners. Some of the parties to the project naturally disputed the correctness of the valuation of their mills.

That being so, the Merger Committee decided that no useful purpose would be served by proceeding with the scheme. It is understood

stood that a number of millowners in Bombay and outside raised a fundamental objection to any financial assistance being given by the Government of India to what they described as a "section of the textile industry". This point was, it is believed, carefully considered by the Government, who at once realised its importance and appeared to have changed their original intentions of giving aid through the Imperial Bank. In view of these obvious difficulties, the whole project had to be abandoned. The cost of the valuation of the mills is estimated at a lakh of ^(Rs. 1,00,000) rupees, which sum was subscribed by the Merger Committee. As previously announced in the "I. D. M.", the Bombay Millowners' Association had nothing whatever to do with the merger proposals.

What attitude are the Bombay millowners going to adopt in view of the failure of their scheme? The question is being asked in industrial circles, So far as could be ascertained, efforts are being made by some of them to devise ways and means by which some of the big mills could be effectively grouped. In this connection, it is rumoured that the Century and the Bombay Dyeing Mills, belonging to the Wadias, are to be amalgamated shortly, as Mr. C.N.Wadia (of the Century Mill) is thinking of leaving India for good.

(Extracted from reprint published in the Hindu of 11-4-31.)

Indian Match Industry: Demand for Protection.

The Indian Match Manufacturers' Association has submitted a representation to the Member in charge of the Departments of Industries and Labour, Government of India, in the course of which it states that "during the Great War India experienced a great dearth of matches and the prices went very high. Government also imposed a customs duty on matches which, though meant for revenue purposes, gave an impetus to the growth of the match industry in the country. The Swedish match manufacturers then formed themselves into a big combine and established several big factories in various parts of the country. Since the submission of its report by the Tariff Board, the Swedish Company has doubled the output of its ~~xxxx~~ factories and started new factories almost at every place in the country. In 1928 the Company had a factory at each of the following places; Calcutta, Assam, Bombay, Burma. Today the Company has two factories at Calcutta, one at Assam, one at Bombay, two in Burma, one in Madras, two in the U.P., and two in the Andaman Islands.

That is to say, whereas it had only four factories at the time the Tariff Board conducted its inquiry the Company has now eleven factories with vastly increased production. A rate war is

also in progress. This competition has told so heavily on the Indian manufacturers that they have been obliged to reduce their output and some have even closed their factories. If this state of things continues for a few months more almost all the Indian match manufacturers will have no other alternative except to sell their factories to the Swedish Company at any price it may choose to offer. The following steps should therefore be taken by Government:— The operations of the Western India Match Company, which is only another name for the Swedish Match Trust, should be restricted by law to the production of matches not exceeding 30 per cent. of the total requirement of the country. An excise of annas twelve per gross may be levied on its production.

A deputation on behalf of the Indian Match Manufacturers' Association will shortly wait on the Member for Industries and Labour to press the above demands.

(The Times of India, 22-4-31).

Protection to Paper Industry; Tariff Board Inquiry.

The Indian Tariff Board has issued the following communique under dated 20-4-31:-

"It will be recalled that under the Bamboo Paper Industry (Protection) Act of 1925 protective duties were imposed on certain kinds of paper, in order to develop the manufacture in India of paper from bamboo. These duties expire in March 1932 and under the Government of India resolution, dated 26th March 1931, the Tariff Board has been requested to examine how far the Act has achieved its purpose and whether it is desirable to continue the protective measures and, if so, what those measures should be. The Board has been asked to submit its report not later than 15th October and it has called upon all firms and persons, interested in the subject, to submit written representations on the subject not later than the 1st May, 1931 in order that the enquiry may not be delayed".

(The Hindu, 20-4-31).

Government of India Budget for 1931-32.

The Budget of the Government of India for 1931-32 was reviewed at pages 43 to 45 of our March 1931 report, ~~it~~ it was stated at the end that the ^{final} budget position owing to the alterations subsequently made by the Legislative Assembly will be summarised in this report. The following resolution No.D/118-B dated 9-4-31 issued by the Finance Department of the Government of India and published in the Gazette of India Extra-Ordinary of 11-4-31, summarises the position:-

"The statements relating to the Revised estimates for 1930-31 and the Budget estimates for 1931-32, which were presented to the Legislative Assembly and the Council of State on the 17th and the 28th February 1931. have been reconsidered with reference to the reductions made by the Legislative Assembly in the Demands for Grants, and the course of legislation since the latter date. The changes made are explained below:-

The following reductions were made by the Legislative Assembly in the demands presented to them:-

Demand.	Amount. Rs.
1. Railway Board	1,00,000
Do.	100
16- Customs	100
17- Taxes on Income	100
28- Executive Council	100
39- Army Department	100

All these reductions have been accepted so far as the demands are concerned. The reductions relating to the Railway Board, however,

do not effect the revenue surplus of the Central Government, nor do the other token cuts in view of the fact that the figures in these statements are in round thousands of rupees.

The Indian Finance Act, 1931, as made by the Governor General involves a reduction of Rs. 10.5 millions in the income-tax revenue for the year 1931-32 as previously forecasted. The gap thus created has been partly filled by a reduction of military expenditure to the extent of Rs.6 millions and by a reduction of Civil expenditure to the extent of Rs.1.5 million. The remainder of the gap, viz., Rs.3 millions has the effect of reducing the revenue surplus from Rs.31,06,000 to Rs. 106,000. It has not been considered necessary at this stage to make any alteration in the estimates as a result of ^{the} passing of the Salt (Additional Import Duty) Act, 1931, or the Wheat (Import Duty) Act, 1931, as their effect on the net revenue ~~is~~ position of the Central Government will probably be inappreciable.

New Rules of Income Tax. - Certain alterations have been made in the rates of Income Tax (vide page 45 of our March 1931 report). The new rates of Income Tax, according to the Indian Finance Act of 1931, are shown below:-

A. In the case of every individual, Hindu undivided family, unregistered firm and other association of individuals not being a registered firm or a company:-

- (1) When the total income is less than Rs.2,000:- Nil.
- (2) When the total income is Rs.2,000 or upwards, but is less than Rs. 5,000:- Six pies in the rupee.
- (3) When the total income is Rs. 5,000 or upwards, but is less than Rs 10,000:- Nine pies in the rupee.
- (4) When the total income is Rs.10,000 or upwards, but is less than 15,000:- One anna in the rupee.
- (5) When the total income is Rs. 15,000 or upwards, but is less than Rs.20,000:- One anna and four pies in the rupee.

(6) When the total income is Rs.20,000 or upwards but is less than Rs. 30,000:- One anna and seven pies in the rupee.

(7) When the total income is Rs. 30,000 or upwards but is less than Rs. 40,000: One anna and eleven pies in the rupee.

(8) When the total income is Rs.40,000 or upwards, but is less than Rs.100,000:- Two annas and one pie in the rupee.

(9) When the total income is Rs .100,000 or upwards: Two annas and two pies in the rupee.

B. In the case of every company and registered firm, whatever its total income:- Two annas and two pies in the rupee.

Unemployment.

Unemployment in Bombay: Need for Labour Exchanges.

The following information about the nature and extent of unemployment in Bombay City is taken from an article on the subject published in the Times of India of 28-4-31:-

The problem of unemployment in Bombay City is growing more acute day by day and the plight of workless people wandering in the streets is pitiable. There is unemployment in almost every class of intellectual and manual labour, with the sole exception of the cotton textile industry of Bombay. "Retrenchment" is the slogan of the employer of labour and of the tax-payer every-where, Drastic reduction of staff is going on apace in every government and public office, commercial firm, railway workshop and factory. Thousands of educated and uneducated men and women are to be seen moving about aimlessly in search of work.

Statistical Data re. Unemployment. - There is no statistical data available to measure the extent of unemployment in Bombay. The representative of Bombay City, North, on the Legislative Council, however, made bold to affirm at the Council session in March 1931, when he moved the appointment of a committee to investigate and report upon unemployment, that "out of a population of 11,50,000 ~~in~~ in the City of Bombay, nearly 1,50,000 to 2,00,000, people are without work." It is to be hoped that this figure is an exaggeration, but no one is in a position to challenge it as a gross over-estimate in the absence of any statistical data. It may, however, be stated without any fear of contradiction that the extent of the problem has reached a stage which calls for serious notice both from the point of view of the state and society.

Help to Communism. - The daily swelling number of the workless manual labourers is a menace to the peace of the city and the growing discontent, and distress among the educated middle classes caused by lack of employment are a danger to the state as potential communists. The lack of suitable avenues of employment is not restricted to any class or community, One often hears of instances in which young men and women are driven by want to acts of demoralisation. The calls made upon philanthropic institutions and on those individuals who have the good fortune of some means of livelihood have strained their resources to breaking point.

Textile Labour Fully Employed. - The only redeeming feature of the unemployment problem in the city at the moment is that textile labour remains more or less unaffected. All the mills in Bombay with the exception of four or five are working in full swing and about a dozen are even working night shifts, thanks to the boycott movement. These mills have thus been able to absorb the full strength of the textile labour population estimated at over 1,50,000.

Reduction of Staff in Commercial offices. - As against this silver lining to the cloud, the serious fall in the import and export trade and the heavy losses being incurred by the Port Trust, the railways and the shipping companies are reflected in the constant reductions of staff which ~~they~~ have become a common occurrence. It is estimated that about 35,000 sea-faring men are wandering in the docks in vain quest of jobs. Several thousand dock workers are without work. The railway workshops are discharging their men on the shortest possible notice in hundreds, besides making drastic reductions in wages of those retained.

Middle Class Unemployment. - When the question of appointing a committee on unemployment was brought before the last session of the Bombay Legislative Council (which the Council rejected), the subject was dismissed after a short debate which could by no means be described as instructive or well-informed. One member who opposed the motion advanced the theory that the unemployment in Bombay was due to the fact that the rates of wages paid in the city were much higher than those paid in the surrounding provinces and up-country places. This attracted outside labour to the detriment of local labour. "It is labour that is dislodged on account of its own inefficiency," was the emphatic argument of the member in question.

With regard to unemployment among the educated middle classes the General Member of the Government quoted the conclusion arrived at by the Labour Office ^(Bombay) based on an investigation conducted by it that most of the persons unemployed were those who were half educated and had not passed the matriculation examination. This explanation of middle-class unemployment will be disputed by many heads of departments in public and private offices in Bombay who are daily pestered by young men of high university attainments for jobs scarcely higher than that of a chaprasi ^(Pis) in regard to emoluments. A single advertisement for a clerk on Rs. 30 produces hundreds of applications not excluding graduates ~~applicants~~.

Unemployment of Agricultural Workers & Labour Exchanges. - Speaking about the reluctance of agricultural labour to migrate to places like those served by Sukkur Barrage, the General Member said: "There are big irrigation works. I am ready to employ labourers in the Sukkur Barrage. Are they prepared to go to Sind?"

The problem cannot be solved by the appointment of a committee and that is how the resolution before the Council last month apparently failed to evoke much support. Neither Government nor the employers of labour can stem the tide of trade depression and its natural sequel. Much can, however, be done to regulate and control unemployment by the establishment of labour exchanges

which are common in all civilised countries and which have never been tried in this country. By the inauguration of such an exchange in Bombay, government and the employers of labour could cooperate to see that no industry is allowed to suffer for want of labour and that the demand is met by a proper distribution between urban and rural areas. The desirability of inaugurating a labour exchange in Bombay might well engage the urgent attention of government in the existing state of affairs.

(The Times of India, 28-4-31).

A solution for unemployment - "Compulsory Leave" Scheme.

The decision of the Railway Board to reduce the personnel of the various Indian railway systems (see page 19 of the March 1931 report) is causing considerable unrest in the Anglo-Indian ~~and~~ community, a large proportion of the members of which community is employed at present in the Indian railways. In this connection the Council of the C.P. and Berar Provincial Branch of the Anglo-Indian and Domiciled European Association, Nagpur, has passed unanimously a resolution at an urgent meeting held recently. It is a non-communal proposal that seeks to relieve the distress of the greatest number, irrespective of caste or creed. The following is ^{the} gist of the resolution which has been sent to the Agent of the G.I.P. Railway:

"The Council of the ~~G.I.P. Railway~~ C.P. and Berar Provincial Branch of the Anglo-Indian and Domiciled European Association, All-India and Burma, view with concern the discharge of employees of the G.I.P. Railway with less than five years service, which has caused considerable distress in the Anglo-Indian Community. In view of the distress caused by these discharges and the prospects of no employment for these men under present conditions, this Council respectfully offers a proposal for your consideration, which, if adopted, will alleviate this distress and at the same time attain the results desired by your Administration.

"The proposal is the introduction of Compulsory Leave without pay for the whole of the subordinate staff in rotation, irrespective of caste ~~and~~ and creed, in place of definite discharge of a few men.

As an example, if there be a staff of 120,000 men and it is desired to reduce this number by 10,000 let 10,000 be given one month's compulsory leave without pay, after which they will resume duty and a second batch of 10,000 be given one month's compulsory leave and so on. Thus in twelve months the Administration will save the wages of 10,000 men for the full year which is the desired result. At the same time this system will save ten thousand families or about fifty thousand souls from perpetual distress at the expense of a little hardship shared equally by all employees, i.e., co-operative sharing of distress. Elaborated, this system may include the ~~Staff~~ Station Staff of Stations that are to be closed down, traffic staff, loco staff, in fact the whole of the Staff of the Administration in rotation where economies are to be effected, the nett result being eleven paid months in a year in place of discharging large numbers.

It might be mentioned that a similar scheme was successfully tried out on the B.B. and C.I. and B.N. Railways many years ago during the slack seasons when surplus employees, busy during the rush seasons, were given Compulsory Leave for three months without pay in place of discharge. There is no reason why this scheme should not help largely to solve the unemployment problem; indeed, if extended to all industries where prospects of dismissal loom large due to economic causes, the overcrowded unemployed market will be given some relief.

(The Pioneer, 11-4-1931).

Co-operation.

Progress of Co-operation in the Bombay Presidency,

1929-30.*

The Annual report on the working of Co-operative Societies in the Bombay Presidency (including Sind) for the twelve months ending 31st March 1930, issued by the Government of Bombay shows that the Co-operative movement continued to make satisfactory progress during the year under review inspite of ~~the~~ unfavourable agricultural conditions. The following were the main lines of co-operative activity in the Presidency during the year:-

- (1) Agricultural - (a) agricultural credit societies, (b) agricultural non-credit societies and (c) unions;
- (2) The Provincial Co-operative Bank;
- (3) District Central Banks and
- (4) Non-Agricultural credit societies.

The total number of cooperative societies increased during the year under review from 5,472 in the preceding year to 5,734, while the total membership rose from 548,634 to 575,616. The 5734 societies in working during 1929-30 were made up as follow :-

Central Banks - 20 (members - 12,976), Agricultural Societies - 4,779 (members - 343,624), Non-Agricultural Societies - 831 (members - 219,016), Unions - 101, ~~members~~ Insurance Societies - 3,

* Annual Report on the Working of Co-operative Societies in the Bombay Presidency (including Sind), For the twelve months ending 31st March 1931. Price - Annas 7 or 9d. Bombay: Printed at the Government Central Press, 1931. pp. 179.

Working capital registered an increase from Rs. 119,179,910 in the preceding year to Rs. 128,138,592 in 1929-30. There was an increase of Rs. 1,325,059 in the Reserve Fund from Rs. 8,055,092 to Rs. 9,380,151.

The number of agricultural credit societies increased from 4,317 to 4,526 and the total membership from 262,569 to 265,325. Working capital increased from Rs. 34,984,553 to Rs. 38,730,928, and the reserve fund from Rs. 4,636,785 to Rs. 5,550,669. The fact that this progress was achieved along with a rigorous pursuit of the policy of consolidation indicates the scope for further expansion.

The progress in Sind continued to be satisfactory. The total number of agricultural societies increased from 877 to 912, the members from 27,461 to 28,232 and their working capital from Rs. 6,725,152 to Rs. 8,164,413, registering an increase of 21.4 per cent.

The agricultural non-credit societies showed healthy activity during the period under review. Of these, the most successful were the cotton sales societies, numbering 25. They sold cotton weighing 352,518 maunds (1 maund = 80 lbs) and realised Rs. 4,530,136.

The position of the Bombay Provincial Co-operative Bank continued to be satisfactory. The number of shareholders increased from 2,113 to 2,440 during the year under review. The total resources commanded by the Bank went down by nearly Rs. 2.7 millions. The paid up share capital, however, showed an increase from Rs. 1,274,350 to Rs. 1,287,750. The amount of share capital held by shareholders increased from Rs. 448,750 to Rs. 530,000.

(The progress of Co-operation in the Bombay Presidency during the year 1928-29 is reviewed at pages 44 to 45 of the March 1930 Report).

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Progress of Co-operation in the Madras Presidency 1929-30*

The following details about the progress of co-operation in the Madras Presidency are taken from the Annual Report on the working of the Co-operative Societies Act in the Presidency for the period 1st July 1929 to 30th June 1930 submitted to the Government of Madras by the Registrar of Co-operative Societies, Madras:-

Number of Societies. - The number of societies of all classes rose from 15,086 to 15,238, an increase of 1 per cent. These are distributed thus:- Provincial Bank -1, Central Land Mortgage Bank -1, Primary land mortgage banks-27, Provincial Co-operative Union and Language Federations-3, Central banks -31, Federations -24, Audit unions-12, Supervising Unions -405, Training Institutes-6, Agricultural societies -13,079, Non-agricultural societies-1,649.

Membership. - The number of villages including towns affected by the Co-operative movement is 34,087 out of the total number of 53,024 villages and towns in the Presidency. The number of members in all the societies excluding supervising unions was 974,999 as against 940,784 in the previous year, giving an average of 66 members per society as against 64 in the previous two years. These members are classified as follow:- Cultivating landholders-400,842, Non-cultivating landholders-62,820, Tenants -63,824, Field labourers-45,312, Non-agricultural -290,404, Mixed-111,797. There has been a slight fall in membership under field labourers.

Growth of Working Capital. - The working capital of all societies rose from Rs.1,65.153 millions in 1928-29 to Rs.1,79.936 millions in the year under review. The total working capital of the

* Annual Report on the Working of the Co-operative Societies Act, II of 1912, for the year 1929-30. Madras: Printed by the Superintendent, Government Press. Price 1 rupee 4 annas. 1931. pp.251+3.

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movement excluding the investments of one society in another as amounted to Rs. 93.399 millions/against Rs. 90.869 millions in the previous year and was made up as follows:-

	Millions.
Paid-up share capital	18.556
Deposits of individuals and institutions	61.369
Reserve fund	9.851
Loans from Government	3.623
Total ...	93.399

The percentage of owned capital (share capital plus reserve fund) to working capital was 18.5 against 18.89 in the previous year.

Agricultural Societies. - The number of agricultural credit societies increased from 12,382 to 12,540, representing an increase of 1.3 per cent against 3.5 per cent in the previous year. With the exception of 62 societies all are on the unlimited liability basis. Amongst the agricultural non-credit societies there were 128 societies for purchase and purchase and sale at the end of the year against 133 at the beginning. The value of stock sold by these societies was Rs. 3,56,670 against Rs.2,22,130 in the previous year. A few of the societies undertook the sale of members' products for commission to the extent of Rs.3,54,535 against Rs. 5,67,031 in the year 1928-29, while the purchase of members' products rose from Rs.2,06,586 in the beginning of the year to Rs.3,53,109 at the end.

Non-agricultural Societies. - The number of non-agricultural societies fell from 1,659 to 1,649, but the number of members rose from 246,592 to 259,693 representing an increase of 5 percent. Of these societies 1,151 were credit societies. Amongst the non-credit non-agricultural societies there were 199 stores societies

and the value of stock sold rose from Rs. 2.371 millions to Rs. 2.438 millions and the net divisible profit fell from Rs. 51,973 to Rs. 48,843. The net loss incurred by some societies increased from Rs.23,169 to Rs.33,662, or by Rs. 10,493. The proposals of the Registrar for the organization of a central depot at Madras for the disposal of weavers' products, referred to in the last year's review, had to be dropped owing to financial stringency.

Supervising and Audit Unions. - The number of supervising and audit unions increased from 416 to 417 during the year. Besides these there were 3 propagandist unions, 24 district federations and 6 co-operative training institutes. Apart from the sum of Rs.1,200 granted by Government ~~contributed~~ to the Provincial Co-operative Union, the Government contributed a sum of Rs.16,275 to federations for conducting classes for panchayatdars. A sum of Rs. 19,087 was also contributed by Government to the training institutes to meet their running expenses. In the co-operation classes conducted at the Government Institute of Commerce, Madras, 26 candidates came out successful out of the 33 selected.

Suits instituted. - The number of suits instituted in civil courts increased from 1,026 to 1,401 in the year under review and the number of arbitration references preferred was 26,104 as compared with 24,768 in the previous year.

Labour Contract Societies. - The number of societies for labourers fell from 63 to 59 during the period under review. In the opinion of the Registrar, the condition of these societies were far from satisfactory. Most of them were incurring heavy losses and those that were not ^{incurring losses} were practically under the control of one man, usually

an ex-contractor. The total number of members in these societies were 3,540 of whom 2,577 were actual workers, the remaining being outside helpers. They had a paid-up share capital of Rs.21,337 and a reserve fund of Rs. 28,278. Twenty-four of them secured contracts to the value of Rs.176,282 as against Rs 163,325 secured by 83 societies in the last year. Work to the value of Rs.101,470 was pending execution at the beginning of the year and the societies completed within the year work valued at Rs.2,09,960. A sum of Rs. 74,948 was paid as wages to members and Rs.46,254 to non-members usually at market rates. Only three of these societies were able to pay bonus to the members, the total bonus amounting to the insignificant figure of Rs.970.

Weavers' Societies.- There were 39 societies exclusively for weavers and 95 credit societies of which more than 60 per cent of the members were weavers. Nearly half the number of societies exclusively for weavers were dormant . In dealing with the subject of forming co-operative societies for handloom weavers as recommended by the Special officer for the survey of Cottage Industries, it was found that the attempts already made had proved a failure as the societies always came into conflict with master weavers. The Textile Advisory Committee discussed these difficulties and considered the desirability of forming a Central Weavers' Co-operative Society. It was at first anticipated that, through a central organization, weavers could get yarn cheap and reduce the number of middlemen between the handloom weaver and the ultimate purchaser to a minimum, and that the weavers would then be enabled to get a larger share of the profits. The Government were informed of the financial assistance required from them and also of the extent of such assistance given by the

Governments of Bengal and the Punjab to similar organizations working in those Provinces. The Textile Advisory Committee after considering the scheme recommended that primary societies for weavers should be started and a central society and bank organized ~~of~~ for financing the primary societies and conducting the sale of their finished products. The central organization was also intended to arrange for the demonstration of the use of machine-sized ready made warps and to popularize other improved preparatory processes and methods of weaving. There was to be a business manager to study and collect information in regard to marketing of handloom products and make this information available to the weavers. It was also recommended to the Government that they should make a recurring grant to enable the organization to meet the establishment and other charges during its initial years. This scheme had to be kept in abeyance owing to financial stringency.

(The progress of Co-operation in the Madras Presidency during 1928-29 was reviewed at pages 64 to 67 of the report of this office for May 1930).

2nd All-India Co-operative Institutes' Conference, 1931,
Hyderabad.

The 2nd All-India Co-operative Conference was held at Hyderabad on 4-4-1931 under the presidentship of Sir Lallubhai Samaldas, C.I.E., Delegates representing all provinces and most of the Indian States were present.

In his presidential address, Sir Lallubhai made a valuable summary of the progress of co-operation in India, analysed the special reasons for the slow growth of the movement in certain provinces, and

suggested certain measures for accelerating the growth of the co-operative movement in India. The following were the salient points in his address:-

General Survey.- The Provincial Banking Enquiry Committees have laid special stress on the spread of the co-operative movement in India as the hope of rural India in respect of credit, yet the progress made hitherto is not satisfactory. In Bombay for instance only 10.7 per cent of the agricultural population has been ~~now~~ brought under the influence of the cooperative movement and only 7 per cent of the finance required for the current needs of agriculture is supplied through its agency. Even in the Punjab, which is said to lead in the matter of cooperative progress, not more than 11 per cent. of the population are affected by the cooperative movement. In Bihar and Orissa not more than two per cent of the sum required annually for the finance of agriculture is provided through the cooperative machinery, and its share of the total indebtedness is still less. Only 5 per cent of the rural households deal with agricultural credit societies in that province, while in Bengal one out of five villages and one out of fifteen families are served by the cooperative agency. For the Central Provinces and Berar, the figures are still more unsatisfactory; only two per cent of the families are reached by cooperative societies whose share of the total agricultural debt of the provision is hardly three per cent.

Reasons for slow progress.- There may be special reasons for slow progress, ~~the President said~~ in particular provinces, such as the inability of the Registrar to register new societies owing to the limited staff at his disposal and Government's refusal in the present unsatisfactory state of their finances to sanction any increase in expenditure. But the general causes which impede growth are (1) inelasticity of the machinery of finance; (2) Uneconomic nature of the agricultural industry; and (3) Want of education and consequent inefficiency of the human material.

Agricultural Marketing.- The problem of the economic improvement of the agriculturists is very complex and involves ~~such~~ large issues of national policy. But whatever the peculiar difficulties, coöperators in all provinces should strive to evolve some well considered plans for the marketing of agricultural produce and the supply of requisites through Co-operative agency. It is a pity that there are no such arrangements today; otherwise they would have proved invaluable in dealing with the present agricultural depression and been of immense help in enabling agriculturists to tide over the present period of falling prices.

Education.- Education, however, transcends in importance all the other factors affecting Co-operative progress. The very foundation for the trained exercise of intelligence is unfortunately lacking in the country among the masses of its rural population; and hence the task of diffusing the knowledge of cooperative principles and practice has become an extremely arduous one. What is wanted is a redirection of the system of education so as to train the agriculturist in better living, in better farming, and in better business; and the value of co-operation lies in the fact that it is the most suitable agency

through which this programme of practical education for the rural population can be taken in hand.

Need for Federation.- At present few, if any, of the provincial organisations are federations; some have mixed membership, others have local and a few have no local or federal units interposed between themselves and their primary societies. The ideal apex organisation should be of the federal type, affiliating to itself the local controlling unions which operate in small areas, with or without district or regional federal unions interposed between the apex organisation and the local unions.

The following is a summary of the more important resolutions passed by the Conference:-

(1) The existing practice of holding separate All-India conferences for Provincial Co-operative Banks and Provincial Co-operative Institutes should be discontinued, and in their stead an All-India Co-operative Congress to which the Provincial Governments and the Indian States should be invited to depute their Registrars should be held every year.

(2) The franchise for the provincial legislatures should be extended to all members of co-operative societies, and the franchise for the central legislature to all members of the managing committees of provincial, district and central banks and of provincial, divisional and district federations or institutes.

(3) Central Organisations should be set up for marketing agricultural produce.

(4) The Conference decided to systematise and further the spread of co-operative education and training, to encourage and publish co-operative literature and publish a journal of co-operation.

(5) The Conference also ~~recommended that~~ decided that steps should be taken to conduct once a year a co-operative study tour round different parts of India and to request railway authorities to grant suitable facilities and concession rates, for this purpose.

(6) The most important resolution passed was that relating to the system of audit of societies. It stated inter alia that, as there was now no uniformity in the system of audit, supervision and inspection of societies in the several provinces - in some provinces the examination being entrusted to three different agencies and in others to two - there was a great deal of duplication of work and unnecessary waste of effort and money. The system of mutual supervision through separate supervising unions and District Federations and District Councils was on the whole unsuccessful in all the provinces, in which it had been tried. If the auditor were given a manageable number of societies he would do far more than by mere mechanical audit by way of instructing the Panchayatdars of societies in the right methods of conducting their business and enabling them to rectify the irregularities found on audit. Therefore, a provincial scheme of centralised audit by well trained auditors would bring about the necessary efficiency and economy. The various provinces and states in India should adopt a scheme of the nature outlined in the resolution with modifications to suit local conditions.

Women and Children.

Boys' Welfare Association, Calcutta.

An important step in connexion with the treatment of neglected and delinquent children, who are to be found in large numbers in the streets and bustees of Calcutta, was taken at a meeting held at the Y. M. C. A, Calcutta, on 21-4-31 when a Boys' Welfare Association was formed. Mr. J. C. Mukerji presided.

Describing the miserable lot of the street-boys of Calcutta, the efforts that have recently been made for their welfare, and the need for the creation of a central organisation for coördinating the activities of the various agencies working in this field, Mr. B.K.Mukerji, who is Presidency Magistrate, Central Children's Court, Calcutta, stated that the number of neglected and delinquent children in the city was appalling. According to a police report, the number of these boys in 1929 was over 5,000, many of them having no homes.

During the last six months different organizations started boys' clubs with a view to befriending these homeless boys. Games, drill and scouting, had already been introduced at all these places and arrangements had also been made in one of the centres for elementary education.

The work had so far been carried out entirely on a voluntary basis by public spirited men and women. The result had been most encouraging. At present the Presidency Council of Women, the Y.M.C.A., the Toc H, the Youngmen's Association (~~Part-Circus~~) and a number of students from different hostels were taking active interest in the work.

What was now required was a central organization for co-ordinating the work of the different clubs and dealing with questions of equipment, fund, trained workers, suitable employment for boys, and providing shelter for destitute children. (The Statesman, 21-4-31).

The following office-bearers for the Boys' Welfare Association for 1931-32 were elected: President - Mr. Justice C. C. Ghose; Vice-President - Mr. J. C. Mukerji; Secretary - Miss D. Chatterji, and Treasurer - Mr. Norman Winter.

Commenting on the urgent need for public action for ensuring the welfare of homeless children in Calcutta, the Statesman of 30-4-31 in a leader observes:-

Annually about 5,500 delinquent and beggar children are dealt

with in the Courts in and near Calcutta, but the usual consequence is a warning and discharge in which is neither deterrence for the victimizers nor rescue for the victims. More sections of the Children's Act must be brought into operation. The agencies helping the children through it should be supported and provided with the necessary machinery, which should include not only the industrial and reformatory schools contemplated under the Act but also a ~~reformatory~~ proper rescue home to which young criminals may be sent with special Children's Courts for which a beginning has been made in Calcutta. Bombay is much better off. It has a satisfactory Children Act, a Society to work it enjoying generous support from Government, and at Umarchadi a remand home that goes a long way towards meeting the special needs of children who have begun to get into trouble. Bengal requires more adequate legislation, more facilities, more official and public support and a better informed public opinion behind those fighting the evil. Children have rights which Geneva has proclaimed for children everywhere, rights to normal development, to be fed and sheltered and nursed and helped in trouble, to be put first in time of calamity, to be protected against exploitation and victimization. That, briefly, is the declaration of Geneva, otherwise known as the Children's Charter. Those who have leisure to think of the oppressed and have used their eyes in Calcutta's streets can form their own opinion of the distance the city is from that ideal. (The Statesman, 30-4-31)

Maritime Affairs.Conference of Eastern Countries on Pilgrim Traffic in the East.

A conference of representatives of Governments in the East specially interested in deck passengers and pilgrim trades will commence in Simla on the 26th May. This is being arranged by the Government of India at the suggestion of His Majesty's Government. Besides representatives of the Government of India and shipping interests in India, the conference will be attended by representatives from Netherlands, East Indies, French Eastern Colonies, Straits Settlements, Hong Kong and Ceylon. British Guiana, Fiji and Trinidad will not be separately represented at the conference, but their interests will be looked after by the representatives of the Straits Settlements. It may be recalled that the international convention for safety of life at sea, signed at London in May 1929, authorizes an administration to exempt, subject to certain conditions, ships employed in carriage of large numbers of unberthed passengers in special trades from the requirements of chapters 2 and 3 of the convention relating to construction and life-saving appliances. One of the conditions for the grant of such exemption is that steps shall be taken to formulate, in consultation with such other contracting Governments as may be directly interested in the carriage of unberthed passengers, generally rules which shall be applicable to ^{the} particular circumstances of the trades in question.

(The Hindu 26-4-31).

Migration.

Scheme for Closer Union of East Africa:

Government of India's Despatch.

At pages 58-59 of the October 1929 report of this Office reference was made to the chief recommendations made by Sir Samuel Wilson on the scheme for the closer union of the Kenya colony with the protected Uganda and the mandated Tanganyika territories which aroused a storm of protest from the Indians both in East Africa as well as in India. Soon after the publication of Sir Samuel Wilson's recommendations, the Government of India deputed the Right Hon'ble V. S. Srinivasa Sastri to East Africa to help the Indian community there to present its case to Sir Samuel Wilson. The report submitted by Mr. Sastri on his mission was published by the Government of India on 1-3-1930. (A brief summary of the report is given at pages 59 to 62 of the March 1930 report of this Office). The conclusions of His Majesty's Government on the Scheme for the Closer Union of East Africa was issued as a White Paper in June 1930 (a summary of the White Paper appears at pages 76-79 of our June 1930 report).

The Government of India sent its views on the closer union question to His Majesty's Government in a Despatch dated 15-10-1930. The full text of the Despatch was released for publication on 21-4-31. The following ^{are the main} points of the Despatch ~~and its main points~~:-

The despatch voices the "mingled feelings of satisfaction and apprehension" entertained in non-official circles on the scheme for closer union. It is pointed out that the Indian community views with alarm the prospect of any plan which has in it the potentialities of developing into a political coalescence which would reduce the three territories of Kenya, Uganda and Tanganyika to provinces of a unified state exercising both executive and legislative powers. But Indian opinion welcomes the reiteration by His Majesty's Govern-

ment of the principle of paramountcy of the interests of African Natives and desires that this should not be interpreted and applied to discriminate against immigrants of a particular race.

As regards the Kenya Legislative Council, the question of a common electoral roll is of primary and vital importance, as on it depends the satisfactory solution of the East African problem from the Indian standpoint. If the interests of natives are to be defended by nominated non-officials, there is no reason why the choice should be restricted to Europeans and why Indians should not be appointed.

Examining the scheme of closer union, the Despatch says that the interests of the Indian community in the three areas are sufficiently extensive to warrant the appointment of at least one Indian from each to represent that community in the Council which would assist the High Commissioner (vide page 76 of June 1930 Report of this office).

Regarding the transferred services, the Government of India urges the retention of the safeguarding clause, according to which, at the request of three members of this Council, any measure passed by it might be referred to the Secretary of State for Colonies for the King's pleasure. This is required to protect Indians against any measure detrimental to their interests. The Government of India support the reaffirmation of His Majesty's declaration that the interests of African Natives must be paramount.

As regards the Kenya Legislative Council, the despatch urges a common roll and after setting out the history of this question it notes with satisfaction His Majesty's Government's declaration that they regard the establishment of a common roll as "the object to be aimed at and attained with an equal franchise of a civilisation or education character open to all races." At the same time, the Government of India urge that the inquiry proposed by the High Commissioner, in the direction of the establishment of a common roll, should be under taken as soon as possible, so that the fruition of hopes, which His Majesty's Government's declaration has raised in the minds of the Indian community, may not be delayed longer than is absolutely necessary.

The despatch welcomes the decision of His Majesty's Government that the constitution of the Kenya Legislative Council should be substantially unchanged and that an official majority should be retained. It emphasises that the retention of an official majority is in the best interest of the Colony as a whole. While preferring the present position in this respect, the Government of India have no great objection to the appointment of two non-official members instead of one as at present to represent the interests of Africans and others as these would be nominated by the Governor without restriction of race. (The Pioneer 23-4-31).

Indian Emigrants to France:

Rules for Admission.

The Consul for France in Bombay in a statement to the Times of India warns people from attempting to emigrate to France with the idea of getting employment there. He says that those who wish to enter French territory with that object will be first called upon to produce a contract signed by their prospective employers and counter-signed by the French Labour Ministry. Those who do not fulfil this formality, will meet a great deal of inconvenience and be turned out from the territory.

The Consul for France is advised that a Calcutta newspaper recently published a letter suggesting that in view of the impending constitutional changes in India which will naturally result in greater Indianisation of the services, Anglo-Indians should consider the advisability of emigrating to France where they could get employment easily. The correspondent also suggested that the number of men in France was limited, that Spanish, Italian, and Polish settlers in France were well off, and that there was no colour prejudice in that country. On the basis of the above-mentioned letter, a French newspaper Depeche de Toulouse wrote an article saying that wide propaganda was being carried on ⁱⁿ India in favour of emigration to France and ^{the} Argentina, and that a considerable number of Anglo-Indians - nearly 100,000 - were ready to leave India with a view to settle in French territory.

The Consul for France in Bombay adds that, on behalf of the French Government, whose attention was drawn to the press statements, he warns intending emigrants from India against proceeding to France with the idea of securing employment.
(Times of India, 2-4-1931).

75

4th All Malaya Indian Conference, 1931.

The Fourth All-Malaya Indian Conference was held at Telok Anson, Lower Perak, F.M.S., during the first week of April 1931 under the presidentship of Dr. N.K. Menon.

In the course of his address Dr. Menon said that at no time in the history of their colonisation could they have noted as clearly as of late the unstable nature of their stay in Malaya. Indians in Malaya had come out not to exploit the weak but to colonise and develop a land united with their own country by inseparable bonds of culture, tradition and association. They were there by right and not by way of sufferance. Unless they had a united organisation, capable of immediate and effective action, there was not the slightest doubt that their elementary rights would be trampled under foot by those better organised. Dr. Menon appealed for a net-work of Indian associations, not functioning independently and not existing for mere social amenities, but for the good of every member of the community.

The following is a summary of the resolutions passed at the Conference:-

Indian representation should be improved and enlarged on the Legislative, Federal and State Councils, the Indian Immigration Committee, Sanitary Boards, and other bodies, special precaution being taken that Indian labourers are adequately represented.

~~The maintenance of Indians in~~ Facilities for imparting education to Indian children should be provided by the Government by the establishment of a number of vernacular schools.

The Malaya Civil Service should be thrown ^{open} to non-European British subjects, including Indians.

The practice of deportation without trial, under which several British Indians have of late been deported from Malaya, should be stopped.

Other resolutions urged (a) the enforcement of a minimum wage:, (b) the fixing of a sex ratio; (c) the abolition of toddy shops, and (d) the introduction of a Workmen's Compensation Act in Malaya.

(The Times of India, 24-4-31: The Hindu 25-4-31).

Indians in British Self Governing Colonies.

A communication issued by Sir Muhammad Shafi (a delegate to the Round Table Conference) on the status of Indians in British Self-Governing Colonies says:- In the autumn of 1930 when the various Dominion Delegations were assembled in London in connection with the Imperial Conference, His Excellency Lord Irwin telegraphed to the Secretary of State, suggesting that advantage should be taken of the presence of the Prime Ministers of South Africa, Australia and Canada in order to hold informal conversations with them about Indians in their respective territories, The Secretary of State asked Sir Muhammad Shafi, who was one of India's delegates at the conference, to undertake these conversations.

Accordingly, Sir Muhammad Shafi had a long interview with General Hertzong, Prime Minister of South Africa, on Tuesday, October 28 ¹⁹³⁰ ~~last~~, during the course of which, among other matters, the hardships on Indian settlers resulting from the Transvaal Land Tenure Bill were discussed. General Hertzong received the representations made to him in a very sympathetic spirit and promised to discuss the matters submitted to him with Dr. Malan immediately on his return to South Africa. As has already been announced, the Transvaal Land Tenure Bill has been postponed till next year, and a conference of the representatives of the South African and Indian Governments is to meet in September next to reconsider the Cape Town Settlement.

On Friday, November 14, ¹⁹³⁰ Sir Muhammad Shafi saw Mr. Scullin, Prime Minister of Australia, regarding the enfranchisement of Indian settlers in the States of Western Australia and Queensland ~~Ma~~.

Mr. Scullin recognised the anomaly of the existing position and promised to use his influence with the Governments of these States with a view to the removal of the disability of Indian settlers in ~~this~~ respect.

Sir Muhammad Shafi has received a letter from Mr. Scullin informing him that "the Electoral Act has now been amended in Queensland to make provision for the enfranchisement of British Indians resident in that State", and that he is communicating with the Premier of Western Australia for the same purpose and will advise Sir Muhammad Shafi of the result in due course.

On Monday, December 1, Sir Muhammad Shafi interviewed Mr. Bennett, Prime Minister of Canada about the question of franchise for Indian settlers in the State of British Columbia for the Federal as well as the provincial ~~in~~ legislatures. Mr. Bennett received the representations made to him most sympathetically and promised to take up the matter, both with his own Government and the British Columbian Government on his return to Canada and to apprise him of the result. The result of Mr. Bennett's action is being awaited.

(The Hindu, 25-4-31).