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INTERNATIONAL LABOUR OFFICE

Indian Branch

Report for July, 1931.

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References to the I.L.O.

An ~~important~~ statement was issued to the press after his arrival from Europe by Mr. Rameswar Prasad Bagla, M.L.A., adviser to the Employers' Delegate to the 15th Labour Conference on his impressions of the International Labour Organisation. The following are the more important passages in the statement as published in the Statesman of 31-7-1931:-

"I had high hopes and great faith in the deliberations of the International Labour Conference, but I was sadly disappointed. I have returned a wiser man with the firm belief that these bodies do not exist for countries like India, which occupies an inferior position on account of its present constitution. India has inadequate representation on the governing body of the International Conference. It is a pity that most of the numerous small European countries with population ranging between five and ten millions have seats which should, as a matter of right, go to India or Japan or China in view of their industrial importance.

The question of therefore arises whether India should or should not continue its association with the League of Nations when no real good is to come out of such association. India's contribution to the League of Nations is about ₹58,000 over and above the expenditure that she incurs in sending delegates to attend the Conference. India unfortunately remains unrepresented, unseen, unheard, and her presence is not even noticed. In fact, if proper measures are adopted India can at a much less cost keep full-time observers at Geneva in order to study various problems that are being discussed there so that they may, subject to such modifications as may be necessary in the interests of India, be adopted".

The Statement then accuses the delegates of the Government of India ~~of~~ being indifferent and, at times, hostile towards the Indian non-Government delegates. ~~The~~^{In} conclusion the statement justifies the action of the Indian Employers' delegation in not participating in the work of the Conference as a protest against the nomination of a non-national as an Adviser to the Indian Employers' delegate.

The statement was published by the Hindu of 27-7-1931, the Times of India of 28-7-1931, the Hindustan Times of 29-7-1931, the Pioneer

of 30-7-1931, and the Statesman of 31-7-1931.

The Hindustan Times of 30-7-1931 publishes a short article under the caption "Geneva and Indian Labour" in its editorial columns and on Mr. Bagla's statement, in which the view is expressed that Indian labour has nothing to gain by its connection with the Annual Labour Conferences and that benefits which accrue to India as a result of her connection with the League are inadequate considering the amount India contributes to the League every year.

... ..

The Hindu of 11,⁵ 16 and 18-7-1931 publish ~~Indian non-government~~ four letters sent from Geneva by Dr. Lanka Sundaram, describing in detail the progress of the 15th Session of the International Labour Conference. The headings of the four letters are, respectively, "XVth International Labour Conference" (Hindu, 11-7-1931), describing the opening session and the major issues facing the Conference), "The I.L. Conference (the Hindu of 5-7-1931, reviewing the discussions over the Director's Report), "The Indian Delegation at the I.L. Conference", (the Hindu, 16-7-1931) and the "Closing Session of the I.L. Conference" (the Hindu, 18-7-1931).

... ..

The Servant of India, Poona, of 2 and 9-7-1931 (Vol. XIV, Nos, 26 and 27 respectively) publish three long letters from its Geneva correspondent - the first entitled the "Discussion of the Director's Report", (2-7-31), the second entitled "the International Labour Conference: Indian Employers' withdrawal" (9-7-1931) and the third entitled "Hours of Work in Coal Mines" (9-7-1931). An attempt is made in these three letters to review the work of the 15th session of

of the I.L. Conference in all its stages.

... ..

The July 1931 issue of the Labour Gazette, Bombay, (Vol. X, No.11) reproduces at page 1092 the note on "International Labour Conference - Fifteenth Session" which appeared in the Industrial and Labour Information of 22-6-1931.

... ..

The Hindu of 11-7-1931 publishes in full the speech delivered by Mr. V.M. Ramaswami Mudaliar, an adviser to the Indian Workers delegate to the 15th Labour Conference, on child labour in India on 18-6-1931 in the course of the discussions at the 15th I.L.Conference over the questionnaire on the Age of Admission of Children to non-Industrial Occupations.

... ..

A public meeting was held in Madras on 18-7-1931, under the auspices of the Madras Labour Board, to welcome Mr. V.M. Ramaswami Mudaliar on his return from Geneva. In giving his impressions of the Geneva organisation, Mr. Mudaliar traced the origin of the League and the Labour Organisation and explained the working of the machinery of both institutions. He then gave an account of the several Draft Conventions and Recommendations adopted by the I.L.Conferences. He appealed to India Labour to take a more intelligent interest in the activities of the I.L.O. and to bring pressure on the Government to give effect to the several Conventions and Recommendations adopted by the I.L. Confernces.

An account of the meeting was published in the Hindu of 19-7-1931 and "Federated dia" of 22-7-1931, (Vol. V, No.29).

According to an Associated Press of India message, the Federation of Indian Chambers of Commerce and Industry recommended Mr. M.A. Master, Managing Director, the Scindia Steam Navigation Company, Ltd., Bombay, as the Employers' delegate to the forthcoming meeting of the Tripartite Maritime Technical Advisory Committee.

The A.P.I. message is published in the Hindustan Times and the Pioneer of 19-7-1931, and the Times of India of 20-7-1931.

According to the Hindu of 4-7-1931, the Southern India Chamber of Commerce also has recommended Mr. M.A. Master to represent Indian Employers at the Maritime Advisory Committee. Mr. M.A. Master's name has been recommended also by the Karachi Indian Merchants' Association, according to their Monthly Circular for June 1931.

The Bengal Chamber of Commerce, according to the Abstract of Proceedings of the Committee of that body during June 1931, has recommended the name of Captain C.S. Penny, Technical Adviser to the British India Steam Navigation Company, Ltd., to represent Indian shipowners at the forthcoming meeting of the Maritime Advisory ~~Summit~~ Committee.

... ..

The Pioneer of 9-7-1931 publishes a Reuter's cable giving briefly the gist of the speech delivered by the Rt. Hon. V.S. Srinivasa Sastri at a meeting held in Paris on 6-7-1931 and of the concluding remarks of Monsieur Albert Thomas who presided on the occasion.

... ..

New India of 2-7-1931 (Vol. V, New Series, No.14) publishes an article under the caption "Indian Labour and Geneva", in which an

attempt is made to answer the query of the left wing elements in the trade union movement in the country:- "What have the Indian workers gained by the association of India with the I.L.O.?" The article briefly traces the influence of the I.L.O. ~~xxxx~~ in accelerating the pace of labour legislation in India.

... ..

The June issue of the Indian Labour Journal (Vol. VIII, No.9) Nagpur, publishes at pages 187 to 190 a further instalment of the article "Labour Legislation in India" by Dr. R.K. Das, published in the November 1930 issue of the International Labour Review.

... ..

The July 1931 issue of the Labour Gazette, Bombay (Vol. X, No.11), reprints at page 1108 the note on the Conference of Labour Statistician published in "Industrial and Labour Information" of 1-6-1931.

... ..

The July 1931 issue of the Trade Union Record, Bombay, (Vol.2, ~~xxxx~~ No.5) publishes an article under the caption "International Labour Conference: 15th Session", briefly reviewing the work of the Conference with particular reference to the activities of the Indian workers' delegation to the Conference.

... ..

The Hindustan Times, Delhi, of 1-7-1931, publishes a photograph of the 15th I.L. Conference in Session. The photograph was forwarded to the Hindustan Times by this Office.

(For the views expressed by Mr. S.C. Bose, President of the 11th session of the A.I.T.U.C., on the question of representation of Indian labour at I.L. Conferences and affiliation to 'Amsterdam', please see page 50 of this report). See also page 55 of this report.

The Whitley Commission Report.

The Royal Commission on Indian Labour, presided over by the Rt. Hon. J.H. Whitley, appointed two years ago (see pages 7-9 of the Report of this Office for June 1929) have submitted a lengthy and comprehensive report which deals with conditions of employment and work, the standard of living of the worker and general questions such as workmen's compensation, trade unions, trade disputes, etc. The report is unanimous being signed by all the Commissioners with the exception of Sir Ibrahim Rahimtoola who was elected President of the Legislative Assembly on January 17, 1931, and so from that date was unable to take further part in the proceedings. But it has a minute by Sir Victor Sassoon and another by Mr. K. Ahmed. The Commission twice toured India journeying 16,000 miles, exclusive of the journeys between London, Bombay and Colombo, and ^{held} holding 128 public sittings and 71 private sessions. 837 witnesses were examined, 490 memoranda considered and 180 visits were paid to industrial undertakings and plantations. The Commissioners comment that no trouble was spared by all concerned to facilitate their inquiries and assist them in their tours.

Main Divisions of the Report.- The six main divisions of the report comprise the examination of discussion of three great groups of conditions and problems, in, and arising out of, industrial and certain other classes of organised labour. These three groups are: first, conditions of employment and work; secondly, the standard of life of the worker; and, lastly, general questions related mainly to the industrial workers, namely, workmen's compensation, trade unions, and trade disputes.

The first eleven chapters are devoted to a full inquiry into the actual conditions of employment, that is, recruitment, hours of labour, female and child labour, wages, rest intervals, holidays, safety arrangements, health and welfare conditions, unemployment and education of workers and their children. This inquiry ranges over the whole field of work in factories of all kinds, in mines, railways, transport services and public works, whilst four later chapters of the report, deal with the same matters ^{in respect} of the plantations, particularly ^{in regard to} the outstanding example of organised large-scale planting operations - the Assam tea gardens.

In chapters XII ~~and~~ to XV is found the discussion of the second group of problems and conditions. These chapters deal with the general economic and physical state of Indian labour as revealed by conditions of income, indebtedness, health and welfare ~~and~~ and housing. The third group is comprised in chapters XVI, XVII, XVIII, and XXV which discuss workmen's compensation, trade unions, industrial disputes and labour and the constitutions, that is the vastly important economic-political side of labour.

Finally, individual chapters deal with certain special questions relating to Burma and with statistics and administration. Two minutes by members of the Commission together with the observations of the majority of the Commission on one of these, and a number of appendices and maps complete the report, which, its authors intend shall give not a series of recommendations framed in the light of the existing crisis, but a considered programme for the development of labour policy.

Principal Recommendations:-

Hours of Work, Women and Child Labour, etc.- The Commission recommends a weekly limit of 54 hours with a daily limit of 10 (for adults) and 5 (for children between the ages of 12 and 15) instead of a 60-hour week and 10-hour day for adults and a 6-hour day for children as at present. Suggestions are made for the introduction of a scheme of unemployment insurance when large reductions of staff are contemplated in an industry and the Government are asked to examine certain possible lines of remedial action in the case of unemployment. Women labour in mines should stop from 1939 and to secure that end the continued recruitment of ~~new~~ women for underground work should be discontinued forthwith. Children under 14 are also to be excluded from work under or around mines. Valuable suggestions for the improvement of the welfare and safety of the workers, the provision of amenities and the strengthening of the factory inspecting staff are included in the report. Gross abuses of child labour are exposed and the chapter on child labour is a "veritable children's charter".

Wages, Housing Conditions, etc.- The report records that wages have risen appreciably in recent years in organised industries, but adds that the belief - widely held that the workers have a fixed standard of life which do not improve with rise in wages is fallacious. No injury will be inflicted by raising workers' wages. In fact, it will increase efficiency. Two-thirds of the workers are in debt, often to the extent of more than three months' wages, at rates of interest of 75 per cent. and not infrequently 150 per cent. Measures are suggested for saving workers from harassment by creditors. Workers housing conditions are described as deplorable and the Government is urged to subsidise employers' building schemes, to lay down minimum standards regarding cubic space, ventilation, lighting, drainage, sanitation, etc., and to insist on the adoption by builders of workers' houses of model bye-laws. Measures are also suggested for improving the health of the workers and for providing them with amenities. It is proposed to extend the Workmen's Compensation Act to less hazardous and less organised industries.

Railway Problems and Trade Unions.- A large portion of the report is devoted to railway labour and a new machinery is set up for dealing with industrial relations on railways. A Joint Central Board is to be created with representatives of Agents of Railways and workers in equal proportion to discuss questions of all-India railway policy and to hear appeals from similar joint railway councils set up in each railway. The report asks the Government to make the recognition of trade unions more easy and to encourage their registration. Works Committees must be formed wherever possible to solve industrial problems in individual factories and Provincial Governments are to appoint officers to encourage conciliation between employers and the employed.

Labour and the New Constitution.- Legislative powers in respect of labour should remain at the centre, but provincial legislatures should also have power to legislate provided they do nothing repugnant to the central legislation or its administration. If special constituencies are to remain part of the Indian constitution, labour should be given adequate representation in all legislatures preferably by means of election by registered trade unions. Where there is a substantial industrial population it should be given by franchise or otherwise adequate influence over the policy of local bodies. In the framework of the future constitution, provision should be made for an

Industrial Council which would enable representatives of employers, labour, and governments to confer regularly on labour measures and policy. The possibility of making labour both a federal and provincial subject should be considered, and if federal legislation is impracticable, attempts should be made to ensure that all India participate, as soon as possible in improving labour matters. The Industrial Council should offer a suitable channel for co-operation between British India and Indian States where there is appreciable industrial development.

Indian Labour in Ceylon, 1930.*

The Report submitted by the Agent of the Government of India in Ceylon to the Government of India on the working of the Indian Emigration Act, 1922, the Rules issued thereunder and of the Labour Ordinances of Ceylon, during the year 1930, contains a mass of valuable information regarding the conditions of labour of Indians in Ceylon. In the main, the report follows the lines adopted last year, but two new chapters, one on Indians, other than estate labourers, in Ceylon and the other on the important problem of the indebtedness of Indian labourers in Ceylon, have been added to the report under review.

Immigration Figures: Total number of Indians in Ceylon:-

~~The report estimates that~~ The figures of the latest Census are not yet available, but it is estimated that at the end of 1930, out of a total population of more than 5 millions, Indians numbered over 800,000. The vast majority of Indians in Ceylon earn their livelihood by working on Estates. The total number of Indians reported as working on Estates at the end of December 1930 was 734,747 against 742,297 in the previous year. Of them 240,390 were men, 230,710 were women and 263,647 were children. These figures show that family life is almost universal in the case of Indian labourers in Ceylon.

Immigration into Ceylon.- It was mentioned in the Report for 1929 that, barring 1926, the number of Indian estate labourers who came into Ceylon in 1929 was the lowest since 1924. During the year 1930 there was a further striking decrease; the number of immigrants fell from 105,095 in 1929 to 91,422. This figure is by far the lowest since 1924 and is only slightly in excess of the figure for 1923. The report observes that the statistics for 1930 as compared with those for 1929 reflect clearly the effects of the depression in rubber. The depression was far more acute in the latter part of the year than in the former, with the result that while there was only a decrease of 1,400 in the figures of immigration for the first six months of 1930, as compared with the corresponding months of the previous year, there was a decrease of some 12,000 during the last six months of 1930, as compared with the second half of 1929.

Departures to India.- ~~A statement is~~ During the year under review, 98,728 labourers returned to India. This figure is slightly lower than that for 1929, but is distinctly higher than that attained in any preceding year.

*Report on the Working of the Indian Emigration Act, 1922 (VII of 1922) the Rules issued thereunder and of the Labour Ordinances of Ceylon during the year 1930 by the Agent of the Government of India in Ceylon. Calcutta: Govt. of India Central Publication Branch, 1931. Price Re.1 As.4 or 2s. pp.32.

Nett Immigration.- Immigrants into Ceylon in 1930 fell short of emigrants from Ceylon by 7,306. This was the first time since 1923 that there was a decrease in the number of arrivals as compared with departures. This, according to the Report, again, was predominantly due to the rubber slump.

Repatriation.- The number of Indian Estate labourers repatriated from Ceylon to India during the year 1930 was 7,460 as compared with 3,187 in 1929. In normal times, repatriates fall under two classes, namely, those who have been in Ceylon for less than one year and are repatriated by the Agent of the Government of India under Section 22(1) of Ceylon Ordinance No. I of 1923; and those repatriated under the Ceylon Government Scheme of 1924 for the repatriation of sick and indigent labourers. The number repatriated by the Agent under the former category was 61 against 44 in 1929; and the number repatriated under Ceylon Government Scheme of 1924 was 3,216 as compared with 3,143 in the previous year. It will be noticed that the number of persons repatriated in 1930 under the two categories, mentioned above, was only about 100 in excess of the previous year. The total number of repatriates from Ceylon to India in 1930, however, was over 4,000 in excess of the previous year. This is explained by the fact that owing to the depression in rubber a new scheme for the repatriation of labourers affected by the rubber slump was inaugurated in October 1930. During the last three months of the year, 4,182 labourers were repatriated under this Scheme. 12 lepers - 10 men and 2 women - were repatriated in 1930 as compared with 25 in 1929.

Recruitment.- The vast majority of labourers came, as usual, from the Tamil Districts of the Madras Presidency. The Tamil Telugu and the Malayalam Districts (including the States of Travancore and Cochin) contributed in more or less equal shares some 1,500 labourers, while Mysore was responsible for 150. The rest, numbering nearly 90,000 came from the Tamil Districts, including the State of Pudukkottah which contributed over 4,200. Among the Tamil Districts, Trichinopoly, as usual, headed the list, having contributed more than one-third of the total. Salem stood second with nearly 18,000 labourers. The number of recruiting licenses endorsed by the Agent in 1930 was only 14,380 as compared with 19,331 in 1929. This, according to the report, is the lowest figure since 1924 and is due to the depression in the rubber industry. 12 cases of alleged irregular recruitment as against 11 in 1929 and 28 in 1928 were forwarded by the Agent to the Protector of Emigrants at Mandapam for action under Section 28 of the Emigration Act.

Labour Depots.- The Labour depots at Colombo and Polgahawela continued to be of great assistance to labourers. They provided food and shelter for Indian labourers en route to their destination.

Remuneration of Indian Labourers: In Tea Estates. - Many labourers in tea estates indeed earned more than the minimum wage while hardly any earned less. There were few irregularities in the payment of wages; and these few were more often the result of ignorance than of any deliberate attempt to evade the law. Occasionally, however, the check-roll is disfigured by a "half-name" which generally means, not that the labourer has worked only half a day but that his outturn has not reached the required standard. It is,

however, recognized that half-name/are illegal; for, the whole object of the Minimum Wage Ordinance is to render the remuneration of a labourer independent of the varying outturn demanded from him on different estates. Fears had been entertained in certain quarters that this might make the indifferent labourer still more indifferent and result in a large increase in the number of slackers. This fear has certainly not been fulfilled, at any rate, on those estates and their name is legion - which combine an aptitude for business with a sense of fairplay.

In Rubber Estates. The most disquieting feature of the year under report was the almost unprecedented depression in the rubber industry in the latter part of the year. During the first five or six months of the year, rubber fetched prices which made it possible for estates to proceed on normal lines. From July onwards the price of rubber deteriorated with such startling rapidity that rigid economies in all items, including the wages of labourers, had to be introduced. It has only to be remembered that the price of rubber which stood at 28 cents at the beginning of July fell to 14 cents towards the end of October. This alarming fall in the price of rubber imposed an almost intolerable strain on the Minimum Wage Ordinance in the very infancy of its existence. Labourers on rubber estates fall into two classes, (i) tappers, and (ii) sillara workers, employed on ordinary field works, such as weeding, drainage, road repairing, etc. The normal method on rubber estates is to pay sillara workers by the day and tappers according to the amount of latex brought by them to the factory. Until the depression set in, the minimum wage was but an academic question in the case of tappers, for they generally earned more, and an effortless reality in the case of sillara workers, for they hardly ever got less. With the increasing gravity of the situation, however, it was obvious that tappers could not be paid at the old handsome rates; it was even questioned whether the rates of minimum wages were not impracticable. Theoretically the problem of such labourers could have been solved by their absorption by tea estates. But all such attempts were defeated, except to a negligible extent, by the rooted antipathy of labourers on rubber estates to work on tea. Nor was the free repatriation of discharged labourers a complete panacea, because the interest of a large number of them are wrapped up in Ceylon and they have nothing more than a sentimental attachment to their mother country. Therefore the only alternative to extensive unemployment was to employ certain classes of labourers on less than six days in the week, provided the latter were willing to forego their statutory privilege of demanding six days' work in the week. This was a desperate remedy adopted to meet a desperate crisis. It was, however, in the case of tappers that great difficulty was experienced. On many estates, there was not enough work to keep the tappers employed. The question arose whether on such estates it was obligatory to give tappers the minimum wage. There seems little doubt that it would be a direct contravention of the idea underlying the minimum wage to give only six hours' work and on that ground to justify the payment of, say, three-fourths of the minimum wage. An attempt was made to introduce a scheme, based on this "three-fourths" principle.

in the Kalutara District, with the result that it created considerable misunderstanding and a certain amount of discontent among labourers and the scheme had ultimately to be abandoned.

Indebtedness. - The indebtedness of the Tamil labourer still remains the most distressing feature of his life in Ceylon. It is true that now-a-days he is hardly ever indebted directly to the estate nor, on the whole, is his indebtedness so appalling as it used to be in the old "Tundu" days. Still the fact remains that thousands of Indian labourers live in perpetual debt to their Kangany, and a portion of their monthly earnings is taken by him. The labourer's indebtedness which may have had small beginnings, becomes acute, chronic and well-nigh incurable; he ceases to be the master of his earnings; and he acquires, and is demoralized by, his tendency to roam from estate to estate. This is a state of affairs which obviously produces certain adverse repercussions on employers as well as employees.

Remedial Measures. - As early as 1889, the Indian labourer's immunity from arrest for debt was secured by Statute. But it was only some ten years ago that systematic efforts were made to remove the root causes of the labourer's indebtedness. The "Tundu" system was abolished; and the entire cost of a labourer's recruitment and transport was debited to a common fund known as the Immigration Fund instead of being debited to his personal account, as was done till 1923. In order to enable a labourer to land in Ceylon free of debt to his Kangany, provision was made, whereby advances given by the recruiter or others in India to induce a labourer to emigrate were made irrecoverable in the courts both in India and in Ceylon. Further the provisions that wages should be paid before the 10th of the month and that the total amount of wages should be paid directly into the hands of the labourer himself were designed to reduce the labourer's indebtedness. In spite of these salutary provisions, however, the indebtedness of Tamil labourers, though reduced to a large extent, continues to be a matter for concern.

Housing of Labourers. - The progress achieved in recent years in the construction of up-to-date lines was hampered in the year under report by the acute depression in the rubber, and to a less extent, in the cocoanut industries. Though many company-owned estates, especially in the tea districts, were able to carry on a modified programme of improvements, a large number of estates, chiefly rubber, in the low-country had to restrict or stop all expenditure on the construction of lines and confined their attention to the maintenance of existing lines in a sanitary condition. There was, however, little overcrowding. The sanitary conditions of lines and line compounds were, on the whole, satisfactory, in spite of the fact that the number of line sweepers had been reduced on some estates on account of the depression.

Vital Statistics. - It was mentioned in the report for 1929 that both the birth rate and the death rate among the Indian Estate population were the lowest since 1919. 1930 has beaten the record of 1929. The birth rate has fallen from 34.3 per thousand to 33.5 and the death rate from 25.1 to 22.1. Infantile mortality

has decreased from 214 per thousand in 1929 to 194 in 1930. This is by far the least discreditable figure since 1919, though it is still considerably higher than that for the whole of Ceylon. It is remarked that there is no question that the rate of infantile mortality can be further reduced by the more extensive employment of midwives and the construction of lying-in rooms. The chief causes of death, ~~xxx~~ apart from debility, are pneumonia, dysentery, diarrhoea and enteritis.

Medical Relief. - No improvements, during the year under review, in the provision of facilities for medical relief for estate labourers have been recorded. In 1930 there were 66 Government hospitals and 108 Government dispensaries scheduled to estates as compared with 65 Government hospitals and 112 Government dispensaries in 1929. The number of estate hospitals and estate dispensaries showed a slight increase. There were 88 estate hospitals against 85 in 1929 and 715 estate dispensaries against 706 in 1929. The majority of hospitals were well built and suitably equipped. Most of the dispensary buildings, however, were, in the opinion of the Director of Medical and Sanitary Services, unsatisfactory.

Education. - The total number of estate schools registered up to the end of September, 1930 was 501 as compared with 402 at the end of 1929. The total number of children of school-going age for 1930 was 77,723 of whom 44,030 were males, and 33,693 females, as against 77,376 in 1929, of whom 43,108 were males and 34,268 were females. The total number of children who actually attended school was 42,671, of whom 29,762 were males and 12,909 were females, as against 40,859 in the previous year, of whom 28,667 were males and 12,192 were females. Thus 54.9 per cent. of the total number of children of school-going age attended school in 1930, as compared with 52.8 in 1929 and 45.7 in 1928. The report states that the prevalent depression adversely affected the education of the children of estate labourers in two ways. Firstly, it caused a reduction of work on many estates, mostly rubber. Indeed, on certain estates the labour force has become so attenuated that the necessity for the provision of educational facilities no longer exists. Secondly, the present financial conditions of the Island necessitated a policy of drastic retrenchment, involving a refusal on the part of Government to incur further expenditure by the ~~xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx~~ registration of new schools.

Indians other than Estate Labourers in Ceylon. - The following brief account of the condition of Indians in Ceylon other than estate labourers, is given in the Report: -

"The Tamil labourers form the vast majority of Indians in Ceylon; but there is a large number of Indians of other classes, employed in various walks of life. They include Government officials, medical practitioners, teachers and clerks; Sindhi or Gujerati merchants; Mohammedan boutique-keepers; the ubiquitous Palghat Brahmin restaurant keepers; the wealthy Nattukottai Chettyiars and their sturdy counterpart in money lending on a miniature scale, the Baluchi; and, last but not least, the Malayalees in Colombo, unrivalled in their efficiency as domestic servants. So varied are the

types and so different their occupations that they have little cohesion and no organization. This lack of organization was almost painfully apparent at the time of the registration of Indian voters. "Associations", indeed, there are, and plenty of them; but they generally spring up like mushrooms, and die like moths after a brief inglorious existence. It was only during the Franchise controversy that some of these Associations came to public notice. The Nattukottai Chettiyars are by far the wealthiest class of Indians in Ceylon. There are some 700 registered firms of Nattukottai Chettiyars from South India operating in Ceylon with an aggregate capital of over Rs. 100 millions as financiers, exporters and importers, rice merchants and textile dealers.

Political Status of Indians in Ceylon. - (For detailed treatment of the question of the Indian franchise in Ceylon please see pages 80-84 of the report of the Office for June 1930). The registration of voters took place in ^{the} third quarter of the year under report. It was decided to get Indian labourers, as far as possible, registered as domiciled, instead of resorting to the comparatively cumbrous procedure of obtaining certificates of permanent settlement. Those Indians were regarded as domiciled who could produce proof of five years' residence in Ceylon and had an intention of residing here for an indefinite period. The Planters' Association of Ceylon issued circulars emphasizing the importance of the registration of Indian labourers and outlining the procedure to be adopted. Its efforts were unfortunately nullified to a large extent by certain pamphlets, issued by interested persons, threatening the Indian labourer with the forfeiture of his rights and privileges if he registered himself as a voter. How far the apathy of the Indian labourer and the scepticism of the average employer with regard to the value of the vote have been overcome by ~~xxx~~ the action taken by certain Planters' Associations it is impossible to say. The number of Indians on the electoral roll is not yet known. It may, however, be conjectured that owing to the lack of any effective organization among Indians in Ceylon, the paucity of Indian candidates with political ambitions, and the illiteracy, the helplessness and the "pathetic contentment" of the Indian labourer in Ceylon, the number cannot be large.

General Remarks. - Almost from the beginning of the year 1930, and especially during the latter half, depression cast its lengthening shadow on almost every branch of activity connected with the life of the Indian labourer in Ceylon. It effected the rate of recruitment, the flow of immigration and the volume of repatriation; on rubber estates it subjected the Minimum Wage Ordinance to a severe ordeal which it survived, but not without difficulty and caused a reduction in the normal remuneration of thousands of Indian labourers, notably tappers; it hampered the construction of lines and the registration of new estate schools and altogether prevented the extension of such beneficent ventures as the formation of co-operative societies. Yet 1930 had features from which the optimist may take heart. Tea remained unaffected by the depression; and the

work and wages of labourers in up-country and, for the most part, mid-country districts proceeded on normal lines. Even in low-country the very fact that the Minimum Wage Ordinance was subjected while it was, so to say, still in its swaddling clothes to a strain which seems unlikely to recur has shewn its inherent vigour. The decrease in the death rate of Indian labourers from 25.1 per thousand in 1929 to 22.1 in 1930 and in the rate of infantile mortality - though still undoubtedly high - from 214 per thousand in 1929 to 194 in 1930 is a feature for which employers deserve full credit. Even education, in spite of the fact that many schools had to be closed and no new schools are being registered, showed a slight improvement; 54.9 per cent. of the estate children of school-going age attended school in 1930 against 52.8 in 1929. Perhaps the most disappointing feature of the year under report was that the long-expected publication of the report of the committee appointed to consider the medical wants of estate labourers, has not been followed by any measures to improve the system of medical relief on estates. One incident in the year, 1930, however, is a matter for unalloyed satisfaction. The question of the franchise of Indians in Ceylon has been satisfactorily settled, and memories of that acrimonious controversy have been laid to rest, one hopes, for ever.

(The Report on the Working of the Indian Emigration Act in Ceylon for the year 1929 was reviewed at pages 11-16 of the Report of this Office for November 1930).

Force^d Labour in Indian States.

The following reference to forced labour in Indian States is taken from the presidential address delivered by Mr. A.V.Thakkar, Member, Servants of India Society, at Punjab States' Subjects' Conference held at Simla on 24-7-31:-

Begar or forced labour is widely prevalent in ^{most} all States. It is as if some communities, specially the depressed classes, are ordained from times immemorial for this very purpose. ^{In some states, is} Not only are the whole rural population, including agriculturists, who form 80 to 90% of the population, subjected to compulsory labour, but the payment given to ^{it} them is always inadequate in theory, and often refused in practice in toto. Instances are quoted in the recent publication "Indictment of Patiala" of compulsory labour being exacted for ^(chunhi) Shikar parties, construction and clearance of canals, and for cultivating State gardens, &c. Bullocks and camels are also impressed for transport, and provisions - specially milk and ghee - are exacted with inadequate, and probably no payment. This is unfortunately an every-day affair, when either the Prince, or any high or low official, or a part of the State ^{Army} is on tour. Representatives of Indian Princes sit in Council meetings of the League of Nations, where attempts are being made to put an end to forced labour, but these very representatives exact forced labour in their own territories without any compunction. Responsibility in the administration can alone end this state of things, and unless that is introduced, this and dozens of other abuses will be continued for, God knows, how long.

(The Servant of India, 30-7-31,
(Vol.XIV, No.30).)

HK.

Forced Labour in Bihar and Orissa.

Mahatma Gandhi has published the following summary of a letter received by him from the representatives of a "slave" community in Bihar and Orissa:-

"We are representatives of the Rajwar community ^{living} in the districts of Gaya, Patna, Monghyr and Palamanu, in the Province of Bihar and Orissa, and number about 100,000. We belong to one of the poorest and most illiterate communities in the whole province, and are looked down upon as a low caste. We are landless labourers, as not even one in a thousand ^{among us} ~~employees~~ owns even an acre of land. We are being kept down so as to get the utmost work out of us with the least expense to our employers. On refusal to give begar (forced labour) the zamindar forthwith begins a suit for arrears of rent, gets a decree, puts the plot to auction and evicts the tenant from the land.

"A Rajwar child, no sooner he reaches his 6th or 7th year, becomes almost the property of his parents' landlord; he is made to tend the landlord's cattle and ^{do} all sorts of odd jobs for which the landlord provides him with only his feeding and four yards of cloth per annum, but the most inhuman part of the whole thing is that, the child is never allowed to live in the house of his master but is compelled to go every night to his own house, even in the worst weather, although the house may be a long way off. In fact he leads the life of a slave, a mere chattel of the landlord. For working from 6 a.m. to 6 p.m. Rajwars are paid at the rate of three seers of unhusked rice per diem and no wages in cash are ever paid to them. The amlas (servants) of the zamindars, if they do not find the male member in the tenant's house and if the ~~zaminar~~ zamindar's men need his labour on their master's behalf, compel the female members as well as the children, to do the work in his stead, in spite of the inconvenience it causes to the family. And at times it so happens that the females are made to go to places 15 to 20 miles away carrying their master's loads. If any protest is made against such employment, the inevitable result is abuse, assault and violation of the modesty of the women-folk and ~~the~~ forcible eviction from the homestead. The Rajwar children are not allowed to be sent to the primary schools and the teachers too are not allowed by the landlords to teach the boys. Whenever there is any theft or larceny or dacoity or any crime whatever in the locality where this community is living, the first suspicion and the first brant of the police enquiry must be borne by them, although there may not be the slightest evidence for the same. The whole community has been subjected to the rules and regulations of the Criminal Tribes Act for over 15 years. Under that Act, the members of this community, if they want to give their sons and daughters in marriage to those living in a different district, are not allowed, or are obstructed in such a way by the authorities and caste people that it becomes impossible to make such alliances.

"We have already submitted memorials to the District Magistrates of Gaya and Patna and to the Chief Secretary, Bihar and Orissa Government, but we have not as yet learnt what steps the respective authorities have taken. We hope that you will do something to ameliorate our condition".

The following are extracts from the observations on the letter appended by Mahatma Gandhi:-

"They (the above statements) are highly ^{likely} to be true in the main. For, such treatment is not an isolated phenomenon of Bihar. Almost all the provinces have these backward, suppressed, slave communities. They are no heritage from the British. We have had them for ages, and all the greater shame on us for that. We may plead a thousand excuses for their existence in the days gone by. But in these days of enlightenment, awakening and insistence on Swaraj, we have no excuse for tolerating the atrocity. Congress workers have to take up the cause of these communities wherever they are found. They should try to enlist the sympathy and co-operation of those who "own" these men and women. Swaraj is the sum total of all the activities that go to build up a free and vigorous nation conscious of the strength that comes from right-doing. The existence of slave communities is a ~~terrible~~ terrible, wrong and must therefore be a hindrance in our march towards the goal.

(The Hindustan Times, 1-7-1931).

Hours of Work in Jute Mills.

References have been made in our monthly reports (see pages 24-25 of June 1930, and 11-12 of February 1931 monthly reports of this Office) to the decisions adopted from time to time by the Indian Jute Mills Association, Calcutta, with regard to hours of work in the jute industry. The following review of the various decisions taken in this respect by the Indian Jute Mills Association from 6-11-1928 to 15-11-1930, is taken from the report of the Committee of the Indian Jute Mills Association for the year ended 31-12-1930:-

Decision of 6-11-1928 to increase working hours from 54 to 60 from 1-7-1929.- The ~~XXXXXX~~ Indian Jute Mills Association decided on 6th November 1928 to increase working hours from 54 to 60 per week with effect from 1st July 1929, this decision being come to in view, principally, of growing competition from the Continent and from new mills on the banks of the Hooghly. The 60-hours week agreement, subsequently entered into between members, was of indefinite duration, and was allowed to continue in operation until it became evident - early in 1930 if not before then - that the world market was unable readily to absorb the increased output of manufactured goods. Stocks had begun to accumulate rapidly both in Calcutta and abroad, and the consequent depression in market conditions resulted in the negotiations which eventually led to the adoption of a \pm 54 hour working week as from 30th June 1930. The negotiations were protracted, however, on two accounts. In the first place, the general feeling among members was that no steps should be taken towards restriction of production, whether by direct curtailment of working hours or otherwise, without the co-operation of the mills in the Calcutta district working independently of the Association. And in the second place - though at a later stage in the proceedings - the ~~X~~ view was expressed that action should be taken to strengthen the position of the Association against outside local competition and to avoid a recurrence of the circumstances which had made it necessary for the Association mills to increase their weekly working hours from 54 to 60 during 1929.

Decision of 16-6-1930 to reduce hours from 60 to 54 from 30-6-30 to 31-12-1931.- The new agreement dated 16-6-1931 came into force with effect from the 30th June 1930, and ~~its terms were published~~. The principal points of similarity to and variation from previous working time agreements are indicated below:-

(a) Working Hours.

The agreement provided for a reduction of working hours from 60 to 54 weekly, double shift mills to run for four days of $13\frac{1}{2}$ hours each per week, and single shift either four days of 11 hours

and one of ten hours or five days of ten hours and one of four hours per week. This ~~is~~ was the arrangement previously in force under the short time agreement which came to an end on 30th June 1929.

In addition to this reduction of working hours, provision was made in clause 5 of the agreement for a complete stoppage of work for a period of 54 hours between the dates 30th June 1930 and 2nd January 1931. But this arrangement was not put into operation, as it was superseded by a further agreement between members.

(b) Makeing up of lost time.

Mills are permitted under agreement to make up time lost on account of (1) strikes, (2) shortages of coal and (3) failure of the electric supply on which the mill relies for its motive power, provided the stoppage is one for at least two whole working days. In the case of failure of electric supply it is at the Committee's discretion to permit or not to permit the mill to make up the time lost, according as they are satisfied that the stoppage was due to a difficulty in the main power supply, as distinct from the mills' own electrical equipment.

(c) Non-members Mills.

Clause 6 of the agreement embodies an entirely new provision to the effect that signatories will not take over the control or management of any jute mills not members of the association and will not be parties to the sale or purchase of such mills, during the currency of the agreement.

(d) Extensions of productive machinery and relative buildings.

As in previous agreements, signatories undertake that during the currency of the agreement they will not instal, nor place orders for, any extra productive machinery or relative buildings. An exception to this understanding was made in the case of Messrs. Raja Janokinath Roy and Brother, who were given permission to complete the construction of the Premchand Mills, consisting of not more than 500 looms, with the necessary complement of mill machinery and relative buildings. A note has been added to this clause - clause No.7 - making it clear that "productive machinery" includes both spinning frames and looms.

(e) Census of looms.

Clause 8 of the agreement was the outcome of a suggestion put forward by the Committee, and accepted by members, that the general tightening up of the internal organisation of the Association should be accompanied by a revision of the official loomage figures maintained by the Association. Provision was accordingly made in the agreement for re-enumeration of all looms to be undertaken by firms of Chartered Accountants prior to 30th June 1930. The Census was carried out by Messrs. Lovelock and Lewes and Messrs. Price, Waterhouse Peat and Company, with the following results:-

Number of looms on re-enumeration including the Premchand Mills, then under construction. ... 58,639 looms

Previous registered number of looms including the four newly elected mills and the increase sanctioned in respect of "Gondalpara" during 1929 52,929 looms

of previous registered figure. 5,710 = 10.79%

(f) Jute Mill Inspectors: Penalty provisions.

~~Text~~ Clauses 9 and 10 of the agreement may conveniently be treated together. The former provides for the appointment and ~~and~~ maintenance by the Association of a staff of Jute Mill Inspectors, who, by regular visits of inspection to the mills, enable the Committee to satisfy themselves that the provisions of the agreement are being strictly complied with by signatories. And Clause 10, which is in effect a supplement to the rules of the Association, provides for infringements or alleged infringements of the agreement: it prescribes that an offending signatory shall be liable to a fine which may extend to the total amount of the deposit made by the signatory under the rules, or to expulsion from the Association, or to both. The three Inspectors appointed by the Committee on the terms set out in the proceedings of 8th July have been actively engaged in their duties since their appointment on 14th July 1930; and though they have had occasion to report a number of mills for minor irregularities, such as starting up and closing down a few minutes before or after the agreement hours, in no case has it been necessary for them to take punitive measures under the rules of the Association.

Subsidiary Agreement dated 4-7-1930.- Within a week of signature ^{Mc} of the main agreement dated 15th June, the Committee were addressed by two groups of mills in the membership of the Association regarding the downward trend of the market since the adoption of reduced working hours. They were urged to take further early steps towards stabilising prices at a reasonable level and towards safeguarding the interests of buyers; for, so it was argued, the restriction of production provided for in the existing agreement had already shown itself to be very far short of what the reduced demand in the world's market called for. The Committee put forward the following recommendations which they thought were likely to meet with general acceptance:- (1) That all mills should close down:- (a) from 28th July to 2nd August 1930, both days inclusive; (b) from 25th August to 30th August 1930, both days inclusive; (c) from 15th September to 20th September 1930, both days inclusive. (2) That during these closed periods, an allowance should be paid to the workers by all mills according to the following scale, based on a 54-hour week :- (i) for half timers - Rs. 0-12-0; (ii) for all workers earning between Re.1/- and Rs. 5-7-9 per week - Rs. 1-2-0; (iii) for all workers earning between Rs.3-8-0 and Rs. 5-7-9 per week - Rs. 1-8-0; and for all workers earning Rs.5-8-0 per week and upwards - Rs. 2-0-0. (3) These proposals ~~w~~ met with the unanimous acceptance of the mills; and they were eventually embodied in the form of a subsidiary agreement, which was signed on 4th July. Provision was also made in the subsidiary agreement for any time lost on account of strikes during the period 30th June to the end of September to be placed against the compulsory closure of one week per month.

Revised scale of wages:- Some little time before this arrangement came into operation, it was suggested to the Committee that the scale of allowances to be paid to the workers during the closed weeks under this subsidiary agreement might with advantage be revised so as to avoid too large a difference in the allowances payable to workers drawing approximately the same wage. On the Committee's recommendation, the following scale of allowances was ultimately substituted

for that set out above:- (a) for half timers - Rs.0-12-0; (b) for all workers earning between Rs.1-0-0 to Rs. 3-7-9 per week - Rs.1-2-0; (c) for all workers earning between Rs.3-8-0 and Rs. 4-2-9 - Rs.1-4-0; (d) for all workers earning between Rs.4-3-0 and Rs.4-13-9 - Rs.1-6-0; (e) for all workers earning between Rs.4-14-0 and Rs.5-7-9 - Rs.1-8-0; (f) for all workers earning Rs.5-8-0 per week and upwards - Rs.2-0-0. With this amendment the subsidiary agreement dated 4th July was given effect to by all mills in the membership of the Association. It is of interest to note that general agreement was reached with regard to a recommendation put forward by the Committee, namely that the wages which the workers would normally have drawn during the closed weeks should be paid on the first day of resumption of work, and that the allowance due for the non-working week should be paid on the last working day of the ensuing week. The Committee felt that uniformity in this respect was desirable; but they recognised that a certain amount of laxity was necessary, and the arrangement was not on that account made part of the agreement.

Second subsidiary Agreement dated 19-8-1930.- The subsidiary Working Time Agreement dated 4th July made provision for the closure of all mills in the membership of the Association for one full working week in each of the months July, August and September; and clause 3 provided for the ~~same~~ position as regards October/December 1930 to be reviewed later. Towards the beginning of August 1930, however, an agitation was set on foot for an immediate declaration by the Association as to what extension of this arrangement was contemplated. It was argued that neither the extent of the restriction nor the period of the agreement was sufficient to give confidence to the market, in view of the stock position after the July closure of one week. The Committee ~~is~~ were therefore urged to consider the matter further; and for the purpose of the reference which they ultimately made to members they selected the following from among the various suggestions put forward:- (a) that the subsidiary agreement of 4th July, providing for a closure of one week monthly, should be extended to cover the period October to December 1930, the position subsequent to December to be reviewed not earlier than 15th November 1930; (b) that the ~~same~~ subsidiary agreement should be extended to cover the period October 1930 to March 1931, the position subsequent to March 1931 to be reviewed not earlier than 15th February 1931.

In asking for the ~~views~~ views of members on the position, the Committee explained that proposals had been put forward providing for the closure of the mills for a longer period than one week per month, but that they were unanimously of opinion that it would be neither expedient nor politic from the labour point of view to adopt such proposals. For this reason the Committee merely asked in their circular reference which of the above two courses would be the more acceptable. The second of them eventually met with the unanimous approval of members; and the arrangement was subsequently incorporated in the form of a second subsidiary agreement, which was signed by the mills on 19th August. The dates of closing down provided for in this agreement were:- (1) 27th October to 1st November 1930, both days inclusive; (2) 24th November to 29th November 1930, both days inclusive; (3) 29th December 1930 to 3rd January 1931, both days inclusive; (4) 26th January to 31st January 1931, both days inclusive; (5) 23rd February to 28th February 1931, both days inclusive; (6) 23rd March to 28th March, 1931, both days inclusive. In other respects the agreement followed closely the terms of the previous subsidiary agreement of

4th July.

Decision dated 13-11-1930 to reduce hours if necessary to 40 $\frac{1}{2}$ hours from 1-4-1931.- Some two months after the signature of this second subsidiary agreement, the Committee were again addressed by three members of the Association with regard to the existing position of the gunny market and the tendency of prices - particularly of Hessians - to drop still further, notwithstanding the attempts made to counteract the depression. The members in question urged very strongly that steps should be taken to bring about an improvement; and the alternative suggestions embodied in the letters were that this should be effected by means of (1) an immediate and drastic further curtailment of production, notwithstanding the second subsidiary agreement of 19th August and the provision contained in it that the position subsequent to March should not be reviewed earlier than 15th February 1931; (2) an announcement by the Association to the trade that the working arrangements of the mills after March 1931, would be so regulated as not to allow stocks of manufactured goods to accumulate beyond 8 or 10 days production, accompanied by a declaration to the effect that if stocks were not reduced to this specified level by next March, the mills would thereafter adopt a 12-day working month.

(Summarised from pages 18-28 of the Report of the Committee of the Association) The Committee anxiously considered whether any of the proposals made to them would be likely to meet with the acceptance of the necessary percentage, namely 75%; and from enquiries they had made, they were forced to the conclusion that none would be likely to do so. However, on 13-11-1930 they issued the following announcement to the trade:- "That restriction of production will be continued until such time as confidence is restored by the revival of world trade or the reduction of stocks of manufactured goods, and that it is the declared policy of the Association to restrict production to market requirements, the mills comprising the Association being prepared, if necessary, to work 40 $\frac{1}{2}$ hours per week or the equivalent from 1st April 1931. This will be a matter for discussion on or after 15th February in terms of the existing agreement dated 19th August 1930".

(Summarised from pages 18-28 of the Report of the Committee of the Indian Jute Mills Association, Calcutta, for the year ending 31-12-1930).

Factory Administration in Burma during 1930*

Number of Factories. - The number of factories registered in Burma and the Northern Shan States at the end of 1930 was 1,079 compared with 1,064 at the end of 1929. 99 factories were closed throughout the year leaving 980 which were running for at least some part of the year. 8 were burnt down, 3 dismantled and 19 deleted for miscellaneous reasons during the year, while 45 mills were newly registered.

Number of Employees. - In spite of general complaints of slack trade the number of persons employed increased from 98,077 in 1929 to 98,701 in 1930. This increase, the report states, is probably due to the returns from parboiled paddy mills being somewhat more accurate than in previous years and to the paddy-carrying women coolies being included where formerly they had been wrongly omitted. The report adds that there is little doubt that the annual returns received from factories are very far from accurate.

Extension of the Act to Small Factories. - No further progress has been made with the proposal to extend the Act to small factories. The report states that in the present state of the Provincial finances it is undesirable for the Act to be extended as the staff, which it seems unlikely will be increased at present, is unable to inspect regularly the factories already registered.

Inspection. - ~~Being to an officer out of three on the staff~~ ^{one} being on leave for the whole of the year, only 538 factories out of the 980 running were visited and the not very high ideal of inspecting each factory once a year was very far from being realised. The report states that the proposals made for increasing the staff have not been favourably received.

New Rules. - No new rules were gazzetted during the year but some unimportant verbal alterations were made. A special exemption was issued for work in connection with Timber Seasoning Plants and the exemption relating to Brick Kilns was cancelled. The general exemption relating to overtime in case of press of work was also cancelled and it is proposed in future to issue special exemptions to individual factories.

Housing of Industrial Labour and Sanitation. - The housing of industrial labour remained much as in previous years but received considerable attention from the Royal Commission on Labour who visited this province in October 1930. The trade depression through which the Province has been passing has rendered occupiers reluctant to spend money on any objects which they do not consider to be likely to give an immediate financial return. The trade depression also made occupiers reluctant to spend money on improving the sanitation of their mills. Latrines have been allowed to fall into disrepair and very few new artesian wells have been put down.

* Annual Report on the working of the Indian Factories Act, 1911, in Burma for the year 1930. - Rangoon: Superintendent Government Printing & Stationery, Burma 1931. Price- Rs.3 = 4s.6d - pp.2 + 52.

General Health. - The general health of the operatives appears to have been normal. The Chief Inspector in company with an officer from the Department of Public Health visited some small enamelled ironware workshops in which it was anticipated that lead poisoning might occur and made some recommendations as regards ~~xxxx~~ ventilation and other safeguards, but as these places were not factories no active measures could be taken by this department to protect the workpeople. A set of draft rules relating to the protection from lead poisoning of certain classes of workers in the factories is now under the consideration of ^{the} Government.

Women and Children. - The number of women employed according to the returns was 10,705 as against 9,988 in 1929. As the depression in trade makes it unlikely that any real increase in the number of women employed actually took place, this apparent increase is attributed to an improvement in the returns received from factories. 622 children were employed as against 752 in 1929, the decrease being spread over several districts. No serious irregularities in connection with the employment of children came to light but there were four prosecutions for employing women at night and the report states that it is probable that after illegal Sunday work this was the commonest irregularity during the busy season.

Accidents. - There was an increase in the number of accidents which, during the year under review, reached the total of 2,244 against 1,988 in the previous year. There were 24 fatal accidents, three of which were directly due to the earthquake on 5-5-30, as compared with 20 fatal accidents in the previous year. Serious accidents dropped from 351 in 1929 to 293 in the year under report, and the minor accidents increased by 310 from 1,617 to 1,927. While the reporting of non-fatal accidents is probably still far from perfect it appears that every year there is an improvement in this respect. Only one fatal accident was due to unfenced machinery or mill gearing and this took place in a mill from which no notice of occupation had been received and whose existence was not known to the department. The large proportion of deaths due to burns or scalds (10 out of 24) is worthy of note and is the more remarkable from the fact that no deaths occurred due to fires in the hand filling departments of match factories or to petroleum fires. No fatal accident occurred due to throw-backs from circular saws and the general use of riving knives seems to have done much to lessen the danger from these tools. There were 22 prosecutions in 1930 against 39 in 1929.

Earthquakes. - A serious earthquake occurred in Rangoon and Pegu on 5-5-30 which caused directly in factories three deaths, two from the collapse of a wall and one from hot water slopping over. Practically every brick-mill chimney in Rangoon was damaged, some so badly that they had to be completely demolished. An earthquake on the 3-12-30, which had its centre near Pyu and which was probably more serious than the Rangoon-Pegu earthquake, did very little damage to mills as in this district the mills are all of corrugated iron with steel chimneys.

White Phosphorus Matches Prohibition Act of 1923. - There

3.
were six match factories , 4 in Rangoon, 1 in Hanthawaddy and 1 in Mandalay. One factory in Rangoon was burnt down but reconstructed during the year. No irregularities under the White Phosphorus Matches Prohibition Act came to light.

(The report of the Factory Administration in Burma for the year 1929 is reviewed at pages 31-32 of the report of this Office for August 1930).

Working of the Workmen's Compensation Act, 1923 in 1929.*

The following information about the working of the Workmen's Compensation Act, 1923, in India and Burma in 1929 is taken from a Note on the subject recently issued by the Government of India:-

General.- The year under report was the 5th complete year of the working of the Indian Workmen's Compensation Act. The year saw some improvement in the number of returns from employers in certain provinces. In Bombay 89 per cent. of the factories which were subject to the operation of the Act submitted returns as against 78 per cent. in ~~1928~~ 1928. The number of defaulters in this respect in Bengal fell from 183 in 1928 to 79 in 1929. The Burma report, however, says that "difficulty is still being experienced in collecting the returns and the advisability of prosecuting under section 176 of the Indian Penal Code was brought to the notice of Deputy Commissioners and other officers collecting the returns, but no prosecutions were reported". It adds that many of the returns received were found to be incorrectly filled and had to be sent back to employers.

Review of Administration in the Provinces.- (~~Number of cases and compensation paid~~)- The total number of cases coming under the purview of statement I (number of cases and compensation paid) increased from 16,768 in 1928 to 18,865 in 1929 and the corresponding figures of total compensation paid during the year rose from Rs. 1,095,730 in 1928 to Rs. 1,260,164 in 1929. There seems little doubt that the Act is gradually becoming more widely known. The Madras report says that "in an increasing proportion of cases, employers themselves now take

*Workmen's Compensation Statistics for the year 1929 together with a note on the working of the Indian Workmen's Compensation Act, 1923. Published by order of the Government of India. Calcutta: Government of India Central Publication Branch, 1931. Price As.7 or 9d. pp.5

provisions of the

the initiative in complying with the Act as is proved by the fact that there has been a decrease by nearly one-half in the number of proceedings instituted for the recovery of compensation and an increase by nearly 50 per cent. in the ~~at~~ number of ~~the~~ cases of deposit of compensation under section 8(1)". Conditions in the United Provinces, however, seem to be different. It appears that, owing to their illiteracy, the workmen there are not always able to get due compensation from their employers. It is suggested by one of the Commissioners for Workmen's Compensation in the Province that the various important directions to be observed by the workmen and the employers should be printed in Urdu and Hindi in bold letters to be posted on the entrance gates of the factories and workshops, and that a copy should invariably be given by employers to new workmen. In Burma there still seems to be a tendency among some employers, especially the smaller employers, to evade the obligations of the Act. The Commissioner for Workmen's Compensation Act, Bengal, reports that the provision making it compulsory for the employers to deposit lump sum compensation payable to ~~men~~ women or minors resulted in only 5 such deposits during the year, but several cases of direct payment were brought to his notice. In Bombay, it is reported that, about 43 per cent. of the cases were dealt with by Insurance Companies and it was found that claims are settled more speedily and just as equitably when Insurance Companies are concerned than when the employers deal direct with the workmen. This seems to be due to the greater familiarity of Insurance Companies with the law and the procedure laid down in the Act. The Railways in Bombay have special officers to deal with compensation cases. The assistance given by the Textile Labour Union, Ahmedabad, which was mentioned in the Note for 1928, continued during the year under review. Mention

was made in the Note for 1928 of the agencies in Bombay which charge a fee for assisting workmen to recover compensation (see page 36 of the Report of this Office for June 1930). The Bombay report for 1929 records the unfortunate fact that the proprietor of the largest of these agencies absconded during the year under review with a good deal of money received by him from employers on account of workmen.

Applications filed before Commissioners.- The total number of applications filed before Commissioners in 1929 under section 10 of the Act for the award of compensation was 554 as compared with 558 in 1928. The number of distribution cases filed before Commissioners under section 8 of the Act was 703 as against 531 in 1928. The percentage of contested cases to the total number of cases disposed of by Commissioners was 20.07 as compared with 23.7 in 1928 and 22.9 in 1927. The number of applications filed before Commissioners for registration of agreements was 1,067 as compared with 906 in 1928 and 711 in 1927. The number of appeals filed in the High Court against decisions of the Commissioners under the Act continued to be few; the total filed during the year under review being only ~~ten~~ 10, of which 3 each were in Bengal and Burma, and 2 each in Bihar and Orissa and the Central Provinces. Only 4 references were made to High Courts during 1929 by Commissioners on questions of law.

Occupational Diseases.- One case of occupational disease, namely lead poisoning, was reported from a printing press owned by the Government of Bengal. A sum of Rs. 2,730 was paid as compensation by agreement. In Burma a sum of Rs. 7,313 was paid for 11 cases of permanent disablement and 3 cases of temporary disablement caused by occupational diseases. Of the 11 cases of permanent disablement, 8 had occurred in the preceding year.

Legislative Changes.- Reference was made in the Note for 1928 to the Workmen's Compensation (Amendment) Act, 1929, which effected certain changes of a non-controversial character in the main Act and which received the assent of the Governor General on the 29th March 1929. (See pages 23-26 of this Office's report for April 1929). No other amendment was made to the Act during the year under review; nor was any notification issued declaring ~~the year under review~~ any occupation to be a hazardous occupation under section 2 (3) of the Act.

Improvement in Administration of the Act.- The want of adequate knowledge on the part of workpeople of their legal right to Compensation must be regarded as an obstacle in the proper administration of the Act. As the knowledge of the workmen in this respect grows, a corresponding improvement may be expected. The improvements noted in this respect in the reports ~~of~~ for Madras, Bengal, Burma and Bombay form the most satisfactory feature in the administration of the Act in the year under review.

(The working of the Workmen's Compensation Act, 1923, in 1928 is reviewed at pages 35-39 of the report of this Office for June 1930).

Working of the Workmen's Compensation Act, 1923, in Burma during 1930*.

The total average number of adult workers employed per day in Burmese factories coming under the operation of the Act decreased from 122,290 in 1929 to 121,797 during the year under review. There was

*Report on the working of the Workmen's Compensation Act, 1923, in Burma for the year 1930. Rangoon, Supdt. Govt. Printing and Stationery, Burma, 1931. Price, -Rs.2 = 3s. pp. 36.

also a marked decrease in the number of minors employed per day from 927 in 1929 to 673 during the year under report. Altogether 1,290 returns were received from employers, and of these, 1,087 were from factories, 163 from mines, 2 from tramway companies, 4 from port authorities and 34 from establishments which are not required to furnish returns. According to these statements, there were 42 deaths, 84 permanent disablements and 1,368 temporary disablements in respect of which compensation was paid during the year. The amounts paid by way of compensation were Rs. 31,324-0-0, Rs. 29,748-9-9, Rs. 21,358-9-0 for deaths, permanent disablements and temporary disablements respectively. 2 accidents, one resulting in death and the other in temporary disablement, in the case of minors, were reported in respect of which Rs. 200-0-0 and Rs. 56-0-0 respectively were paid by way of compensation. 2 cases of temporary disablements due to occupational diseases were reported in respect of which Rs. 292-8-0 were paid.

Workmen's Compensation Commissioners.- District Magistrates continued to be Commissioners for Workmen's Compensation for their respective districts in Burma proper, with the following exceptions. The Warden and the Assistant Warden of the Oil-Fields continued to be Commissioners for the Yenangyaung and Sale Townships respectively of the Magwe District. By a Notification of the Local Government the Assistant Warden was also appointed to be Commissioner for the Pakôkku portion of the Chauk Oil-Field and for the Yenangyat Oil-field. The Director of Statistics and Labour Commissioner continued to be Commissioner for the Rangoon, Insein and Hanthawaddy Districts, and Assistant Superintendents in the Federated Shan States continued as Commissioners for the areas within their respective jurisdictions in those States.

Applications before Commissioners.- The total number of cases filed during the year was 105, of which 23, 20 and 8 related to award of compensation for fatal accidents, permanent disablements and temporary disablements respectively, 49 to distribution in fatal cases, 4 to payments of deposits - 2 in respect of permanent disablements and 2 in respect of temporary disablements - and 1 to recovery of compensation under Section 31. The number of applications filed during the year for registration of agreements relating to payment of compensation was 78. 6 of these applications related to agreements in respect of temporary disablements, 1 to an agreement for commutation of half-monthly payments, and the remaining 71 related to agreements for payment of compensation for permanent injuries.

Administration.- During the year under report, the Act seems to have been used as much as it was during the preceding year. The District Magistrate of Tavoy has expressed a strong opinion that the work of the Commissioner should be retransferred to the District and Sessions Judge, who has more time and experience in civil law than the District Magistrate in most cases. There is still noticeable a tendency among some employers, especially small employers, to evade their obligations. It is remarked that no great improvement in this respect may be expected unless provisions are introduced in the Act, under which employers may be compelled to make deposits in all fatal cases, whether they admit or whether they deny liability. There have, however, been, as during the preceding year, cases ~~where~~ ex-gratia payments have been made by some employers through the agency of the Labour Commissioner to the dependants of deceased workmen, although no claims were made under the Act and according to the employers concerned no compensation was payable under the Act. It has also been noticed during the year under report, that, in cases of temporary disablement for short periods, some employers are standing pay more than what is actually due under the Act, and this is particularly so in the case of large firms and is to ~~be~~ their credit. Most of the large employers of labour and some smaller employers continued to avail themselves of the benefit of insurance.

Factory Administration in Hyderabad State,

Fasli Year 1339 (A.D.1930).

The following facts about factory administration in Hyderabad State, Deccan, are taken from a summary of the annual reports on the working of the Hyderabad Factories Act and the Hyderabad Boilers Act during the last Fasli year (A.D.1930) published in the Times of India of 23-7-31:

Administration. - Hitherto the Chief Inspector of Factories and Boilers was working under the Director of Commerce and Industry, but during the year under review, has been brought directly under the Commerce and Industry Department. The year was remarkable for the publication of the rules under the Hyderabad Factories Act and the enforcement of the provisions of the Act with effect from the 1st of Amardad (5th June). In addition to the Chief Inspector, two Inspectors were appointed and these, under the supervision of the Chief Inspector, administered both the Factories Act and the Boilers Act. Out of 355 factories on the register, only 24 worked throughout the year. The enforcement of the Act in the State, where most of its provisions were entirely new, was naturally not easy and allowances had to be made at first for the ignorance and omissions of the factory owners.

Women & Children. - Since the close of the year it has been possible to put a stop completely to the employment of women by night and to bring into force, subject to a temporary concession, the rules regarding the employment of children. The report states that those who are acquainted with the conditions of factories of Hyderabad will realise that the achievement of this reform in so short a period was not easy.

Working of the Boilers' Act. - With regard to the working of

the Boilers Act, the report states that the present Act, which is obsolete, has not been hitherto very strictly enforced, and it is doubtful whether there has been any effective inspection of boilers in the State. Early in the year, a serious explosion took place at Warangal which caused the death of five persons. A special inquiry was held by a commission. The cause of the explosion could not be definitely established, but the Commission considered that the former Chief Inspector of Boilers had not carried out a thorough inspection of the boiler, after it had undergone extensive repairs, before allowing it to be worked.

The Times of India. 23-7-31.

Binny Mills Dispute, Bangalore.

A serious labour dispute between the management and workers of the Bangalore Woolen, Cotton & Silk Mills managed by Messrs. Binny & Co, which came to a head on 18-7-31, was responsible for a baton charge by the police on the workers and ultimately for police-firing, which, according to press reports, resulted in 4 deaths and over 200 workers being wounded. The genesis of the trouble was the refusal, on the score of losses due to trade depression, of the mill management by a notice dated 16-7-31 to pay the usual half-yearly bonus to the workers. On 18-7-31 the workers assembled in the mills, but refused to start work or leave the mills. The management, apprehending damage being caused to the machinery and plant, called in the police to clear the mills of the workers. According to the police version, on the workmen refusing to

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to disperse, the police made a baton charge and when this was answered with stone-throwing by the workers, the police opened fire in self defence. The workers were then driven out of the mills premises. The casualties, according to the Times of India 20-7-31, amounted to 5 killed and 100 injured. It is alleged that in the course of ^{the} baton charge many women workers of the mills were belaboured by the police.

The workers in the Binny Mills number about 6000 and there are two rival Unions among the workers, one started under the auspices of the management and the other, the Bangalore Textile Union, functioning as an independent Union. The demand for the half-yearly bonus, which amounts to a cash payment of 10 per cent of the wages received by each employee during the previous six months, was not pressed for by the Bangalore Textile Union, in view of the losses suffered by the Company. Mr. K.T. Bhashyam, President of the Bangalore Textile Union, in the course of a statement issued on 19-7-31, states that the workers who assembled in the mills and refused to disperse and thus precipitated the police-firing of 18-7-31 belonged to the rival union (The Hindu 19-7-31

Commenting on the disturbances in the Binny Mills, the Hindu of 21-7-31 in the course of an editorial says:-

Labour troubles in Bangalore have, of late, been so frequent and attended with such serious consequences that it is high time for official authorities to intervene and see that these disputes are settled by methods of conciliation which have proved so fruitful elsewhere. It is significant that the Textile Workers' Union officials discouraged their men from embroiling themselves in any violent demonstrations against the management which, they apprehended, had been contemplated by workers who were not members of the Union. If the mill authorities were wise, they would have enlisted the co-operation of this responsible trade union in securing a solution of the difficulty acceptable to all parties. It is time that both those responsible for law and order and industrialists recognised that in the interests of all, conciliation is a better method of tackling the difficulties than coercion and that, in any case, coercion must be had recourse to, if at all, only as the very last resort. The Mysore Durbar cannot be unaware of the fact that the Government of India

has a special Department of Industries and Labour and more than one provincial government have special officers to deal with Labour problems. We hope Mysore will take note of the trend of the times and without further delay provide machinery whereby industrial disputes might be settled by conciliation and arbitration instead of by strikes and disturbances.

The Director of Industries and Labour, Mysore, in the course of a statement issued to the press replying to the charges of the Hindu says:-

There is an assumption underlying the comments in the press (1) that there is not in the Mysore State a machinery for attending to the interests of labour, (2) that authoritative intervention could have saved the situation but was absent, and (3) that use was not made of the Textile Workers' Union which could have averted the necessity for coercive action by securing a solution of the dispute acceptable to all parties. It is proposed to deal with these assumptions seriatim.

By an order issued in October 1926 the problems connected with labour in the Mysore State were assigned to the Department of Industries and Commerce and the Director of the Department was made responsible for the discharge of all duties relating to them. This order was passed in view of the steady expansion of industrial undertakings in the State and the increasing complexity and importance of the problems concerning labour.

The Director of Industries and Commerce was also appointed Chief Commissioner for Workmen's Compensation in 1928 and Chief Inspector of Factories in the same year. He has been performing these functions in close co-operation with capital and labour on the one hand, and the connected Departments of Government on the other, and his intervention has often effectually composed differences which otherwise might have grown into clash and conflict. In the present case also, the Director of Industries and Commerce, as Labour Commissioner, did his best to prevent a strike.

'The Hindu' observes that the mills might have enlisted the co-operation of the Textile Workers' Union to secure a solution of the difficulty "acceptable to all parties". The Union represents less than a fourth of the labour in the mills, and past experience of its good offices in the event of trouble has not been found encouraging.

The leader in "The Hindu" assumes that methods of conciliation have invariably proved fruitful elsewhere. Conciliation Boards have, no doubt, their value, but they have not always prevented lockouts and strikes. The Whitely Commission Report has just been published, and the question of how far, and on what lines, labour legislation might be undertaken in Mysore is under consideration.

Regarding the charge of ^{the} use of excessive force by the police on 18-7-31, the statement asserts that the police acted solely in the

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interests of law and order and that ~~only~~ the minimum force necessary was used. (The Hindu 29-7-31).

The Bangalore Congress Committee has appointed on 24-7-31, a non-official enquiry committee to inquire into the disturbances. Several women workers giving evidence before the Committee have deposed that in the baton charge on 18-7-31 women operatives of the mills were assaulted by the police.

Labour Trouble in Sholapur Textile Mills.

Sholapur, near Poona in the Bombay Presidency, where there is a fairly big concentration of textile mills, has been hitherto, comparatively speaking, free from labour troubles. Recently, however, acute discontentment about working conditions has broken out among the textile workers. The workers have formulated a series of 14 demands and since the last week of June 1931 negotiations have been going on between the representatives of the workers and the Agents of the Mills about the settlement of these demands. In the first week of July some of the demands of the workers like (1) provision of an eating-room in "C" mill, (2) supply of provisions to workers, (3) drafting of rules in a manner understandable to the workers, and ~~and~~ (4) speedy decision of leave applications, ~~etc.~~, ~~were immediately granted by the~~ were granted by the mill managements. It has also been agreed that the system of imposing a fine in the form of cutting two days' wages which is known as "Double khada" will also be put an end to shortly.

Among the other important demands of the workers are (1) grant of bonus, (2) making "bajri" cheaper than 10 seers a rupee in the mill shops so as to bring it in line with bazar rates and (3) abolition of

the system of forfeiting wages ~~of~~ not drawn within six months after they are due. The millowners have promised to decide these questions in a fortnight's time after conferring among themselves. No satisfactory answer has been given to the following two important demands of the workers:- (1) Recognition of their Union, the Sholapur Textile Union, which is a branch of the Bombay Textile Union organised by Mr. N.M.Joshi, and (2) Grant of increased wages for women workers, weavers, and certain categories of permanent workers.

As no favourable answer has been received to these demands by 23-7-31, the Committee of the Textile Workers' Union has declared a general strike as from 23-7-31. In consequence, about 70 per cent. of the workers of the Sholapur New and Old mills, the Vishnu, the Laxmi and the Raja Pratapgirji Mills kept out on 24-7-31. The gates of the mills are picketed by the strikers, and the mill area was strongly guarded by the armed police parties. By 30-7-31 about 7000 textile operatives were on strike. The strike is continuing.

A sympathetic strike organised by the Poona workers fizzled out by 29-7-31.

(The Times of India 30-7-31).

Labour Conditions in Mysore State -1929-30.

The following information about ~~Labour~~ ~~Conditions~~ in Mysore State is taken from a review of the Administration Report of the Department of Industries and Commerce of the Government of Mysore for the year 1929-30 published in the July 1931 issue of the Labour Gazette, Bombay:-

Labour Conditions - General . - During April 1930 there was a prolonged strike in the Kolar Gold Fields which lasted for 24 days and involved 16,000 workers. The cause of the strike is attributed to the operations of the Central Labour Registry Office organised by the Mining companies for the medical examination of the workmen and for recording particulars relating to their service. Rumours got abroad that the thumb impressions of the workmen were being taken with a view to binding them perpetually for mining work. This caused general excitement and about 1000 men struck work. After the Diwan's visit to the mines, however, the Executive Committee of the Mining Board announced their decision of abolishing the Labour Registry Board and also the system of taking thumb impressions. The strike was then immediately called off. There was also a lock-out in the Bangalore Cotton, Woollen and Silk Mills, Limited. It lasted for 22 days and affected 4500 persons. With the exception of these disputes, the relations between the employers and labour were cordial. The supply of labour was good and the demand fairly steady. The level of wages remained the same and as prices fell there was an improvement in the standard of living.

Trade Union Legislation. - As regards the question of introducing Trade Union legislation in the State, the Government of Mysore were of opinion that the recommendations of the Royal Commission on Indian Labour may be awaited before any action was taken in that direction. The Director in his report refers to an interesting experiment made by the employees of the Bangalore Cotton, Woollen and Silk Mills for starting a Trade Union with the assistance of the management of the mills. The Union has a total membership of 2544 persons and realised Rs.1795 from subscriptions during the year. It was able to obtain the reinstatement of 14 hands who had been dismissed from service and the dependants of 14 deceased workmen were given suitable relief. An office-bearer of the Union represents the interests of labour in the Mysore Legislative Council.

Factory Administration. - The total number of factories on the register at the beginning of the year stood at 159 and 21 factories were added during the year while 8 were removed from the register. The average number of persons employed daily amounted to

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17,489 as against 22,188 in 1928-29. The decrease in the number employed was due to the depression in trade. The number of adults employed amounted to 15,343 of whom 12,019 were men and 3324 were women. The total number of children employed was 2146. The total number of inspections made during the year amounted to 131 as against 76 in 1928-29. The number of factories inspected by Medical Officers appointed as Inspectors for administering the sanitary and health provisions of the Regulation amounted to 23. It is stated that the inspections made by these officers were not satisfactory and that proposals have now been submitted for the appointment of all Health Officers as Medical Inspectors. The total number of accidents reported during the year amounted to 112 as against 11 reported in the year before. Reference is made in the report to the amended Factory Regulation Rules which came into force about two years ago and it is stated that sufficient time has now been allowed to the owners, occupiers and managers of factories to acquaint themselves with the requirements of law. A Brief note on their duties under the Rules has been prepared and circulated among them. It is now proposed to enforce the provisions of the law more rigorously and the Inspectors have been requested to avail themselves of the penal provisions of the Regulation in respect of occupiers who systematically violate the provisions of the law.

Workmen's Compensation Statistics. The total number of cases dealt with by the Commissioners under the Workmen's Compensation Regulation during the year ending June 1930 amounted to 200 as against 45 during the period ending June 1929. Of the 200 cases dealt with during the year, 66 cases related to fatal accidents, 33 to non-fatal accidents, and 101 cases to the registration of the memoranda of agreements. The total amount deposited with the Commissioners by the employers during the year under report under section 8 of the Regulation amounted to Rs.41,963-13-2 as against Rs.20,764-15-7 during the period ending 30th June 1929. Of this amount, Rs.38,218-8-0 were for distribution among the dependants of the deceased workmen and Rs.3445-5-2 for distribution among the injured workmen.

Conditions of Labour of Printing Press Employees in India.

The following information regarding the conditions of labour of printing press employees in India is taken from an article on the subject originally contributed to the "Print and Paper", by Mr. Walter Bushler, and reprinted in the Hindu of 18-7-31. The article contains a mass of information regarding wages and general conditions of labour in printing ^{the Indian}

industry, which according to the report of the Whitley Commission, employs 38,000 persons in 360 presses, excluding those employed in a great number of small establishments working hand presses.

General. - The majority of the printing establishments in India are located in such cities as Calcutta (which comes first in this field as far as perfection and up-to-dateness are concerned), Bombay, Madras, Lahore, and a few others. These houses are using modern composing machinery for the setting up of all classes of English type matter. Of all the machines so far installed in India, Linotypes predominate, several hundreds of these being already in use. And although it is today possible to set several of the vernacular languages (Bengali, Marathi, Gujarathi, and Urdu) on these machines, the Indian printer has not yet realised the advantages of setting up his type by machinery for use in connection with the vernacular language; he continues to set by hand owing principally to the cheapness of labour and the poor price obtainable for vernacular printing. The important printing firms have found that it pays to have foreign superintendents with special training in handling high-speed presses, such as the Miehle, Centurette, and two-colour machines. This training, according to the writer, the Indian does not possess, and cannot acquire unless he works for many years in a printing establishment managed by westerners, or goes abroad for this experience. Very few Indians, however, go abroad to learn the printing trade, and those that do are mainly the sons of proprietors and those who win the scholarships granted by the Government of India and the Provincial Governments.

There are thousands of Indian printing establishments in India, and in some places there are hundreds of tiny little bazaar shops many of them staffed only by the proprietor himself and a small boy as his assistant. In the smaller towns, even the antiquated stop-cylinder press is rarely to be found, foot-operated and hand-operated presses turning out the whole of the print in the district.

Wages. - Rates of pay in the printing industry, vary in India. Those in Calcutta are lower than the rates prevailing in Bombay, owing to the larger supply of suitable Indian labour available there. In Bombay, an Indian Linotype operator can get as much as Rs. 250 a month, and compositors, stone hands, correctors, Rs. 50 a month; whereas in Calcutta, the best Linotype operator gets Rs. 140/150 a month, and compositors and other hands proportionately less. There is no school of printing yet in India. Messrs. Linotype and Machinery, Ltd., have a school of their own in Calcutta, where instruction is given free to men who are sent to them for tuition by users or prospective buyers of their machines. Apprentices are taken in by the large Government Presses as well as by foreign commercial houses and there they work their way up, no pay (or very little) being given during their period of learning.

Conditions in Urdu Presses. - Urdu printing is usually produced by lithography. Whole pages of newspapers, for instance, are

written direct on to the lithographic stones at the rate of 4 annas ($\frac{3}{4}$ rupee) per page. A similar page set in type or Linotype would cost about eleven times as much. Most of the printers of North and Central India are so poor, and the bulk of their business is ~~xxx~~ of such a cheap nature, that composing machines are not profitable in their case. There a man with a good hand has no difficulty in getting a job as a lithographer, but his remuneration is by no means high.

Newspaper Presses in India. - Some of India's daily newspapers bear comparison with the best journals printed in America or Europe. Among these, the "Statesman" (Calcutta), "Times of India" (Bombay), and the "Hindu" (Madras) are the most deserving of mention for the quality of print and general work they produce. All these three papers enjoy a large circulation though not on the same scale as do papers in the United States or in Europe. Their printing plants are completely up to date, and the Bombay and Calcutta papers employ many Europeans as supervisors in their Linotype, stereo-typing and rotary press departments. The "Hindu" however, affords a striking example of Asiatic newspaper progress. This newspaper is entirely produced by Indian labour. The equipment of this office comprises the most modern stereotyping department. The product of this office is all Indian, and does the producers great credit. At the other extreme, some of India's so-called newspapers are produced in the cheapest possible circumstances from battered and worn-out types, whilst the papers themselves are printed off on some of the most antiquated presses to be found anywhere in the world. Machines are used which are turned round by hand; and they lack delivery mechanism, the product having to be taken off the cylinders by small boys ("chokras" as they are named). Some of India's commercial printers, however, are going ahead with quality lithographic printing.

Efficiency Standards. - It is difficult to draw any comparison between the standards of efficiency of the Indian operator in the composing room and the Western^{er}, so wide apart are they. The foreign operator has a thorough understanding of the work he is turning out, whilst the Indian usually possess a very poor knowledge of English or knows none at all. Most of the copy given to the Indian operator is typewritten, and his speed is usually equal to that of the average (though not that of the best) operator in England. In the jobbing press room Western supervision has been, up to now, a necessity in nearly all of the large quality printing offices in India. The science of make-ready-underlays, interlays, and overlays - is not too well understood by the Indian, and it is very rarely that he can turn out a really good-looking job from half-tone or colour-blocks.

(The Hindu , 18-7-31)

Retrenchment on Indian Railways:

Decision to Appoint Court of Inquiry.

At pages 28-31 of the report of this Office for June 1931, the events that led to the All-India Railwaymen's Federation to decide to take a ballot on the question of resort to a general strike as a protest against the Railway Board's unsatisfactory attitude to the A.I.R.F's representations against the contemplated whole-sale retrenchment of staffs on Indian railways, have been briefly dealt with. The following cable sent on 1-7-31 by the A.I.R.F to the British Prime Minister summarises the grievances of the railwaymen:-

"Wholesale unwarranted retrenchment on the Indian Railway. Over 35,000 sacked; thousands more working short hours and demoted. Thirty-thousand more are doomed. Request for Conciliation Board rejected. Federation proposed temporary reduction in wages and diversion of provident fund contributions. Yet retrenchment is going on. The Viceroy has refused to receive a deputation. A Special Convention of the Federation has advised a general strike. Request your intervention for the suspension of retrenchment and the appointment of a Conciliation Board".

On 1-7-31 the Railway Board issued a communique justifying its attitude on the question of retrenchment and bringing out the following points:-

Staff retrenchment is only one of the many directions in which economies are being effected. In fact, unflinching efforts are being made to economise in other charges, and only the staff which is definitely surplus to the requirements is being discharged. In order to regulate such discharges in a fair and reasonable manner and to minimise the hardship entailed, orders were issued by the Railway Board to the Agents of the State Railways last March with an invitation to the Company-managed railways to follow the same procedure, namely, that the least efficient employees should first be discharged, next those of short service, and after that those nearing the age of superannuation.

Reports received from the railways show that the total staff discharged on all the State-owned railways up to the end of May 1931 consists approximately of 33,000 employees. The savings resulting from

these reductions are estimated to be in the vicinity of Rs.1300 millions in a full year. Efforts have been made to minimise the hardship incidental to retrenchment and to adopt other methods as far as possible, e.g., leaving vacancies unfilled, working short-time "certain workshops, and on one railway, grant, in rotation, of half-pay for periods not exceeding one month to the staff connected with the handling of traffic.

The Railway Board has summoned the Agents of the Railways to a special meeting to be held on 3-7-31, in order to consider inter alia the request made by the Federation for suspension of retrenchment pending consideration of the representations made by them. The representatives of the Federation were to meet the Board again on the 8th July 1931.

The allegation that the Government of India rejected an application for the appointment of a board of conciliation, without going into the merits of the case, conveys an impression which is wholly unwarranted and misleading. The intimation of the Government of India, that they would refrain from passing orders on the request for the appointment of a board of conciliation until the Federation's proposal had been given ~~the~~ thorough examination, was in accordance with the policy they have consistently followed of encouraging friendly settlements between parties to a dispute so far as it is possible. To represent it as a refusal to grant a board is a grave abuse of language. (The Hindu 2-7-31).

A joint conference of the Agents of all Indian railways and the Railway Board was held from 3 to 6-7-31. According to the Times of India of 8-7-31, the Board have as a result of the conference decided that 100 superior posts in the superior cadre of the railway establishment should be cancelled.

An important stage in the negotiations was reached when, after the Board's conference with the Agents, the Board received a deputation of the A.I.R.F. on 8-7-31. As a result of the discussions at the meeting, the following decisions were arrived at:-

The Board has agreed to suspend retrenchment in the case of all employees, except the temporary staff, until the 31st October 1931.

Before any action, if necessary, was taken after 31st October 1931, the Agents of the Railways should discuss with the respective Railwaymen's Unions ~~any~~ any retrenchment plan then in contemplation.

Thereafter, the Railway Board will meet the Federation unless,

in the meanwhile, a permanent machinery for the settlement of ~~the~~ disputes on railways, is set up, as recommended by the Labour Commission.

^{Regarding} Re. the request that the Board should join the A.I.R.F. in the demand for a Board of Conciliation, the Board said, it would be prepared to do so provided that the points in dispute as stated in the application relate to the following issues: (1) whether retrenchment on the scale already carried out has been effected by (a) imposing unreasonably long hours of work on the establishment retained or (b) depriving them of a reasonable amount of leave and (2) whether the concessions granted to men discharged are adequate or inadequate. The deputationists wanted the following additional points to be included (1) whether the omission of the Railway Board to receive a deputation of the All-India Railwaymen's Federation in February last to discuss the proposals and suggestions has not led to the discharge of more men than was necessary (2) whether the methods adopted by the Railway Board and the various railway administrations are the best or whether there are better alternatives, and if so what? No agreement on these points was arrived at.

Dewan Chaman Lall, in the course of a communique issued to the press on 9-7-31, commented thus on the failure of the Board to accede to the A.I.R.F.'s demands:-

"The Board are not prepared to open up the question of examining the justification for retrenchment. The Federation, in the interest of 35,000 unemployed workers, is equally determined to have their case examined by an impartial tribunal. It must not be forgotten that detailed schemes for retrenchment of expenditure were submitted to the Railway Board by the Unions and that they were not acted upon; also that the Lee Commission concessions on the railways alone are estimated to cost between Rs. 25 to 30 millions annually. The total saving as a result of retrenchment affecting 70,000 workers will come to about Rs. 26.2 millions considering that the saving effected for the current year by discharging 35,000 men comes to Rs. 13.1 millions. The question before the Government of India and the public is, therefore, Are these Lee Commission concessions for 7,000 officers to be safeguarded or the livelihood of 70,000 workers? (The Statesman, 11-7-31).

Meanwhile, the Congress Working Committee which was holding its sessions at Bombay passed the following resolution on 10-7-31 endorsing the demands of the A.I.R.F.:-

The Working Committee having carefully considered the situation in respect of retrenchment on railways, it appears to the Committee that, notwithstanding the technical objections, the demand of the All India Railwaymen's Federation for a board of conciliation to examine the methods of retrenchment so as to avoid discharge of the lowest paid staff is just and reasonable". (The Hindu, 11-7-31).

On 22-7-31 the Government of India decided to appoint a Court of Inquiry under Section 3 of the Trades Disputes' Act to examine the following points:-

of work,

- (a) Whether the retrenchment has resulted in improper conditions
- (b) Whether the terms allowed to the retrenched staff are reasonable,
- (c) Whether, having in view the limitations imposed by the commercial management of the railways, the fullest regard has been paid, when discharging staff, to certain alternative methods of effecting economy, e.g., stoppage of recruitment, working short time, retirement of staff, taking their gratuity and provident fund or transfer of individuals to other departments, ~~in~~ or to other railways on similar or even reduced rates of pay,
- (d) Whether there has been victimization or favouritism, and
- (e) Whether the staff discharged on the ground of retrenchment can or should be given any assurance of re-engagement. (The Times of India, 25-7-31).

On 27-7-31 the Council of Action set up by the A.I.R.F. met to consider the Government's decision to appoint a Committee of Inquiry and arrived at certain decisions which were communicated to the Government on 28-7-31 in a letter by Mr. Jammadas Mehta, president of the A.I.R.F. The following were the main points brought out in the communication:-

The Council of Action were of opinion that the mere appointment of a court of enquiry would not substantially alter the position that existed at present, and, therefore, they were unable to advise the calling off the resolution on the question of a general strike. The terms of reference, as announced, did not cover the whole dispute. It was open to the Government to appoint or not appoint a court of enquiry, but having admitted the existence of a trade dispute and also the necessity for an immediate enquiry into the facts, the Council held that it was impossible for the Government to avoid the manifest implications of those admissions. In view of these facts, the Council requested the Government that the whole case arising out of their application dated 30th April and the subsequent correspondence should form the subject-matter of an enquiry.

Without prejudice to the above conditions, the Council also passed a resolution that they were prepared to accept a court of enquiry if the following additional term of reference was added. "Whether the

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methods adopted by the Railway Department and the Railway Administration were best or whether there were better alternatives, and if so what?". The Council further added that this was the utmost limit to which they could go, and hoped the Government would see the justice of the proposals.

Concluding, the letter says: "The Council are fully aware of the difficulties that would result from a general strike to the public, but that is their last resort and the Government could avoid that by accepting the additional term of reference suggested by them".

The Council have asked the Government to communicate their decision before the 10th August, till which time the question of ballot taking will be suspended.

(The Hindu, 29-7-31).

Provisions to Suppress Traffic in Slaves:

Bill to Amend Hyderabad Penal Code.

At the meeting of the Hyderabad Legislative Council held on 9-7-31 under the presidency of Nawab Lutfud Dowlah Bahadur, Judicial Member, H.E.H. the Nizam's Government, a Bill has been introduced to amend the Hyderabad Penal Code with a view to suppress traffic in slaves in Hyderabad State in conformity with the requirements of international law on the subject.

(The Pioneer, 16-7-31).

Industrial Organisation.

Workers' Organisations.

11th Session of All-India Trade Union Congress, Calcutta.

The eleventh session of the All-India Trade Union Congress was held at Calcutta from 4 to 7-7-31 under the presidency of Mr. Subhash Chander Bose. About 195 delegates representing 35 unions and a large number of visitors attended the Congress. It will be remembered that the 10th session of the A.I.T.U.C. which was held at Nagpur from 30-11-29 to 1-12-29 under the presidency of Pt. Jawaharlal Nehru ended in a split and that the moderate elements in Indian labour separated themselves from the A.I.T.U.C and formed a new body — the All-India Federation of Trade Unions (for full particulars see pages 24-29 of November 1929 report sent with this Office's minute C 1/1275/29 dated 19-12-29). No session of the A.I.T.U.C. was held in 1930. The 11th session held at Calcutta from 4 to 7-7-31 witnessed a further split in the extremist ranks, as the extreme left-wingers, led by Mr. Deshpande and the Bombay Communists, attempted to pass a vote of censure on Mr. S.C.Bose, the President, on 5-7-31, and failing in this attempt broke up by rowdyism the Executive Council meeting of the A.I.T.U.C., and held a rival session at Matiabrus, near Calcutta, on 6-7-31. When disorder broke out on 5-7-31, Mr. S.C.Bose temporarily adjourned the Executive Council meeting and the open session of the A.I.T.U.C. The adjourned sessions of these two bodies were held at the Town Hall, Calcutta, on 7-7-31. Both parties issued manifestoes on 6-7-31 giving their versions of the events that led to the split and justifying their

respective positions. Both the A.I.T.U.C. and the rival session held by the extremists under Mr. Deshpande's lead passed a number of resolutions, the more important of which are given later in this report.

The following is a summary of the presidential speech delivered by Mr. S.G. Bose at the opening session on 4-7-31:-

"I doubt if we can claim that, during the last eighteen months, the Trade Union movement has gained in strength and in volume. I would rather be inclined to say that, during this period, the movement received a setback. Many factors account for this setback but in my opinion the two most important factors are - firstly, the split which occurred at Nagpur and secondly the diversion caused by the launching of the Civil Disobedience movement.

Basis of Unity. - Attempts at unity within the ranks of the Trade Union movement have been made from time to time by various individuals and groups. I consider it desirable, therefore, to state clearly what the main problems were over which we quarrelled and how unity could best be achieved at this stage. The main issues are:- (1) The question of foreign affiliation, (2) Representation at Geneva, (3) Mandatory character of the Trade Union Congress resolutions.

Foreign Affiliations. - With regard to the first issue, my personal view is that we need have no foreign affiliation now. The Indian Trade Union movement can well be left to take care of itself. We should be prepared to learn from every quarter and even to accept any help that may come from any part of the world. But we should not surrender to the dictates of either Amsterdam or Moscow. India will have to work out her own methods and adapt herself to her environment and to her own special needs.

Representation at Geneva. - With regard to representation at Geneva, I am afraid that too much importance has been given to it by both sides. The best course for us would be to have an open mind on the subject and come to a decision every year on this question. We need not decide beforehand once for all as to whether we should send any representatives to Geneva or not. Personally, I have no faith in Geneva. Nevertheless, if any friend will be satisfied by our keeping the question open for our decision every year, I have no objection to it.

Mandatory Nature of T.U.C. Resolutions. - With regard to the mandatory character of the Trade Union Congress resolutions, I am afraid there can hardly be any compromise, the Trade Union Congress is to exist and function. The resolutions of the Trade Union Congress are to be binding on all Unions affiliated to the Congress. To reduce the Trade Union Congress to the position and status of a loose federation or to something like an All Parties' Conference, would be suicidal. With regard to the question of Trade Union unity, my position

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is quite clear. I want unity because, thereby, we may have a strong and powerful organisation. But if we are to quarrel again and part company, then we need not attempt a patch-up unity now.

Fundamental Rights. - The Karachi session of the Indian National Congress passed a resolution now popularly known as the Fundamental Rights resolution (see pages 1-3 March 1931 and pages 13-14 June 1931 reports). Various opinions have been expressed with regard to that resolution. On the one hand some have roundly condemned it as altogether inadequate and unsatisfactory while others have waxed eloquent over it. Both these views appear to me to be one-sided. However unsatisfactory the resolution may be, there is no doubt that the resolution stands for a departure from the old tradition, for a recognition of some of the rights of the workers and peasants and for a definite move in the direction of socialism. The value of the resolution is, not in what it contains in an explicit form but in what it contains in an implicit form. It is the potentiality of the resolution - rather than the actual contents of the resolution - which appeals to me. The contents of the resolution have to be amplified and improved before it can be altogether satisfactory. We are glad to note that a committee is already working for this purpose.

Whitley Report. - At the Nagpur session of the Congress, the boycott of the Whitley Commission had been decided upon. That Commission have just issued their report. If I were to act like a logician, I should ignore that Report altogether but I shall not do that. Whether it be good, bad or indifferent, we should not ignore a document of that character which is now before the public and which the public are bound to take serious notice of and criticise. I should say at the very outset that the value of the Report of a particular Commission lies not in what it contains on paper but in what will ultimately come out of it. We Indians have seen so much of these reports that until and unless some tangible good actually comes out of a particular Commission - apart from the mere issuing of a report - we are inclined to be highly sceptical and suspicious about the results. The present report has laid considerable emphasis on the problem of welfare work for a labour and though I voted for the boycott of the Whitley Commission, I have no hesitation in saying that, if the recommendations on this point are given effect to, there will be an improvement on the present position. Nevertheless, I am constrained to say that some of the larger and more important questions have not been dealt with properly. Labour today wants the right to work. It is the duty of the State to provide employment for the citizens and where the State fails to perform this duty, it should accept the responsibility of maintaining them.

Living Wage. - Just as every worker can claim the right to work, he can also claim the right to a living wage. Does the factory worker in India get a living wage today? Look to the jute factories and to the textile mills. What enormous profits they have made in the

in the past! What portion of these enormous profits did they spend for the welfare of the poor and oppressed workers? I know that they will say that of late they are in a bad way. But granting that proposition, may we not ask what profits they have made, what dividends they have declared and what reserves they have piled up throughout their past history? What then has the Labour Commission recommended for securing to the Indian worker a living wage and decent treatment? They have referred to minimum wages in the jute and textile industry. But can we rest assured that the minimum wage means a living wage?

Trade Union Officers. - The report says that "Section 22 of the Trades Unions Act should be amended so as to provide that ordinarily not less than two-thirds of the officers of a registered Trade Union shall be actually engaged or employed in an industry with which the Union is concerned." The Commission should have known that, in India, outsiders or non-workers are usually elected as office-bearers of Trade Unions because employees who agree to work as office-bearers are usually victimised by the employers on some flimsy pretext or other. Therefore, if employees are to be forced to become office-bearers themselves - there should be some arrangement for preventing their victimisation.

Adult Franchise. - To sum up, the major problems of unemployment, retrenchment and living wage for the workers, have not been handled properly. The ameliorative programme drawn up by the Commission is attractive in many places - but who is going to give effect to that programme? Can anything be expected from the present Government which is definitely anti-labour? The labour problem, is, therefore, ultimately a political problem. Until India wins her freedom and establishes a democratic - if not, socialistic - Government, no ameliorative programme for the benefit of labour can be given effect to in this country. It is clear from the Report that everything is practically left to the Government. The report does not say anything as to how labour can capture or influence the governmental machinery. But ~~xxxxxxxxxxxx~~ till this is done, no amount of reports can actually benefit labour. The Commission should have recommended adult franchise in connection with the new constitution. In addition to this or as an alternative the Commission could also have recommended a certain percentage of seats in the provincial and central legislatures to be reserved for the representatives of labour.

(The Hindu, 7-7-31)

Split in A.I.T.U.C.: Genesis of the Trouble. - The proceedings of the opening day, 4-7-31, ended with the President's opening address. The meeting of the Executive Council which met on 5-7-31 had to be adjourned sine die owing to the rowdy tactics of the extreme left - wing led by Mr. Deshpande. Conflicting versions of the events that led

to the adjournment were issued by the two parties on 6-7-31, The following are the facts of the case:-

The Executive Council of the Congress met on the 3rd July 1931, when the question as to who were the real representatives of the Girni Kamgar Union of Bombay, was first taken up for consideration. Two rival groups, one under the leadership of Mr. S.V.Deshpande (the General Secretary of the All-India Trade Union Congress), and the other headed Mr. G.L.Kandalkar (the President of the Bombay Girni Kamgar Union and the Vice-President of the All India Trade Union Congress), claimed the right to sit on the Council as the representatives of the Girni Kamgar Union of Bombay. This question was ultimately referred to a Credentials Committee appointed for the purpose, which after scrutinising the claims of the rival groups, recommended that Mr. Kandalkar's party was entitled to represent the union. When the Executive Council again assembled on 5-7-31 prior to the open session of the Congress, Mr. S.C. Bose, who presided, ruled that the report of this Committee should first be taken up for discussion. Mr. Deshpande's group considered this ruling as arbitrary, and Mr. Randive on behalf of that group therefore moved a vote of censure on the chair, but the motion was lost by 24 to 26 votes. Dissatisfied at this, Mr. Deshpande's group resorted to noisy tactics and created confusion in the meeting. Efforts made to restore order were of no avail. The President therefore adjourned the meeting of the Council and also the open session sine die on the ground that the open session could not be held as the report of the Credentials Committee had not been considered by the Executive Council and it was not known who among the delegates were entitled to be present at the session.

Resolutions Passed by A.I.T.U.C. on 7-7-31. - The adjourned

session of the A.I.T.U.C. met on 7-7-31. Only about a 100 people, including delegates and members of the Executive Council, were present. The organisers, however, claimed that 30 unions were represented at the meeting. The Congress adopted about 30 resolutions some of which were of a general character dealing with the aims and ideals of the body. The rest dealt with the specific grievances of various sections of workers.

Some of these condemned the retrenchment policy on Indian Railways, called upon the All-India Railwaymen's Federation to chalk out a militant programme of a General Strike to oppose the new attack on railway workers, condemned Government for refusing to issue passports to Messrs. Saklatvala and Gallacher who wanted to attend the session, urged the release of the Meerut case prisoners and congratulated Soviet Russia for attempting the uplift of workers. Among the other ~~xxxxxx~~

resolutions passed, one called upon the workers in view of the drastic retrenchment, the economic starvation and the intense exploitation of the workers, to carry on their struggle for the following demands:

(I) Unconditional transfer of power to the people (II) abolition of the Indian States and the "parasitic" landlords, (III) freeing the peasantry from all exploitation so that the greater part of the surplus produce may remain in their possession, (IV) nationalization of land, mines and banks; (V) repudiation of debts contracted by the "foreign" Government; (VI) provision of an irreducible standard of living for the workers through the introduction of minimum wages of Rs. 50 for skilled workers, of Rs. 40 for unskilled labour, and a 44 hour week; (VII) insurance against unemployment, sickness and old age and (VIII) control of the economic life of the country by the workers and the peasants so that the fruits of national freedom might not be usurped by the capitalists. (The Statesman, 10-7-51),

New Office-bearers. - Mr. S.V.Deshpande, the outgoing General Secretary of the Congress, did not submit the Annual Report on the working of the Congress and the audited statement of accounts to the Executive Council. A resolution was, therefore, passed disapproving the conduct of Mr. Deshpande and directing him to hand over all books of accounts, records, documents and other properties to the General Secretary elected at this Congress within a month from that date.

The following office-bearers were elected:- Chairman - Mr. R.S. Ruikar. Vice-Chairman - (1) Mr. G.L.Kandalkar. (2) Mr. V.H.Joshi (3) Mr. J.N.Mitra, and (4) Mr. S.B.Kar. Treasurer - Mr. S.C.Bose. General Secretary - Mr. S. Mukunda Lall. Secretaries - (1) Mr. A.Tayab Sheikh (2) Mr. P.M.Naidu, (3) Mr. W.V.R.Naidu. (4) Mr. J.L.Ganguly, and (5) Mr. S.D.Hasan.

It was decided to hold the next session of the Congress at Jamadoba near Jharia in Manbhum District.

Meeting of Left Wingers of A.I.T.U.C. at Matiabruz.

Mr. S.V.Deshpande and his party who broke away from the Congress, held a separate session of their own on the 6-7-51, at Matiabruz, a suburb of Calcutta. It was reported that about ten or twelve unions, most of which were not recognised by the Executive of the All India Trade Union Congress, were represented at the meeting. Mr. D.B. Kulkarni was elected President, and Messrs. S.V.Deshpande, Bankim Mukerji and S.G. Sardesai, General Secretaries for the current year.

The meeting passed resolutions sending greetings to the Soviet

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Union for accomplishing the five-year plan, condemning the local jute mill owners for intimidating millhands, boycotting the Geneva Labour Conference, condemning the Irwin-Gandhi agreement, sympathising with the peasantry of Burma, U.P., and other provinces in their struggle, condemning the Whitley Commission, reaffirming the resolution passed at Jharia which declared the goal of the Trade Union Congress as a Socialistic Workers and Peasants' Republic of India, and authorising the Executive Committee to elect delegates to the next session of the League against Imperialism and the Pan-Pacific Trade Union Congress Secretariat. (The Times of India 8-7-31).

Freedom of Association in Indian States.

At pages 14-15 of the report of this Office for June 1931, reference was made to the statement made by Mr. Wedgwood Benn affirming that, in general, freedom of association for industrial purposes exists in Indian States. Mr. K.T. Bashyam Iyengar, Advocate and President of the Bangalore Textile Labour Union and a prominent worker in the cause of the subjects of the Indian States, in the course of a statement to the Press regarding the Secretary of State's reply in Parliament stating that workers in the Indian States had freedom of association, contradicts it and says, "Workers are oppressed and tyrannised both by the capitalists and Government. Workers' unions are smashed and Unionists victimised. Peaceful meetings are prevented, prohibitory orders issued, false cases filed, leaders' movements shadowed and prominent workers persecuted. Railway, textile and mining labourers are treated worst of all. Our Secretary, Mr. Rama Sarma, and our Geneva delegate, Mr. Mudaliar, were prohibited from meeting labourers at Kolar, Mysore". Mr. Iyengar goes on to say that workers are victimised and persecuted in other ways also.

(The Hindu, 2-7-31).

Intellectual Workers.

5th Hyderabad Teachers' Conference, Hyderabad State.

The fifth annual session of the Hyderabad Teachers' Conference was held on 2-7-1931 at Hyderabad (Deccan) under the presidentship of Nawab Mirza Yar Jung Bahadur, the Chief Justice of Hyderabad State. An important feature of the session was the strong criticism directed against the present system of secondary education in the country by Nawab Mirza Yar Jung in the course of his presidential address. He said:

"The economic forces which are working in the world today force us to cry a halt and think whether the time has not arrived when we should change the very type of secondary education which we have been pursuing in the past. Now the position is this: I, as a parent, have begun thinking seriously how far my son has lightened my burden. I, as a citizen and a tax-payer, have begun thinking how far the added number of scholars in schools will proportionately add to the wealth and prosperity of the state to which I belong. The cultivator of soil, whose son is reading in a Government school, has begun thinking how far the type of education provided for his son has been helpful to the family as a whole, or even to his profession as a cultivator. These are the questions confronting us now as parents, as citizens, and as laymen. The reply is not satisfactory. I feel that the number of those whom I have been disappointing as an official in the matter of employment is increasing year after year. I feel that my cook and butler are probably earning more than the salary which some matriculates or even undergraduates educated under the present system would be willing to accept to find some sort of job to support them. Many statesmen think that half the causes of unrest and agitation in British India are economic. If it is true that the increased number of scholars of secondary education has resulted in increasing the number of unemployed, then it becomes a matter for serious consideration for the state how far these scholars have really added to its strength and how far the expenditure over them has been justified by results. There is overwhelming evidence to show that the present type of general education given in our secondary schools requires far-reaching and drastic changes in favour of vocational education. In this matter, we can learn much from Germany, from Denmark and from many other advanced European countries". (The Hindustan Times, 16-7-1931).

The chairman also laid emphasis on the necessity for introducing physical culture, and sports in any future scheme of education and on the need for co-operation between parents and teachers. He suggested

the holding of a "Guardians' Day" every two months so that guardians and teachers may meet and exchange views. Lastly, the President entered a strong plea for raising the present status of teachers. He said that the teaching profession should be made tempting enough to attract the best men in the country. He also expressed his approval of the proposal to provide special facilities for the education of the children of teachers, to open a provident fund for them and to do everything that would help them to discharge their duties. (The Hindustan Times, 16-7-31).

The following are the more important of the resolutions that were passed by the Conference:-

"This Conference is of opinion that, in view of the fact that trained teachers are liable to lose touch with modern methods of teaching after a time, a Refresher Course for such teachers be instituted periodically at headquarters to which selected teachers may be deputed from the various schools in the Dominions".

"This Conference is of opinion that ^{three} side grades of Rs.50-2-70, Rs. 70-2-90 and Rs.80-2-100 be instituted in all Government schools for the benefit of at least 10 per cent of such teachers as have already reached the maximum in the grades of Rs. 30-50, Rs. 35-65, or Rs.40-65 and Rs. 55-80 respectively and can have no possible chance of promotion to the already existing next higher grade either on account of their age or inability to qualify themselves for the next grade by passing a higher examination".

"This Conference is of opinion that all Divisional Inspectors might, ~~whenever~~ wherever possible, be assisted by subject-teachers in their inspection, such assistants being selected from teachers of at least six years' standing, and that a suitable remuneration be awarded to them for such work". (The Hindu, 8-7-1931)

Economic Conditions.

State Aid to Industries Bill, Bengal.

With the object of enabling the Government to give reasonable assistance towards the industrial expansion of Bengal, a State Aid to Industries Bill was discussed in the Bengal Legislative Council on 24-7-1931. There was no opposition to the main principles of the Bill, but several amendments were moved to modify some of its provisions. The Bill was introduced by the Hon. Khan Bahadur K.G.M. Faroqui, Minister for Industries and Agriculture.

The object of the Bill, it was stated, was to obtain statutory power to enable State aid to be given mainly for the purpose of encouraging cottage and small industries in the shape of loans, guarantees, provision of hire-purchase systems, etc. It was proposed to set up a Board of Industries composed entirely of non-officials with business or banking experience to advise Government on applications for such aid. Provision had also been made for the delegation of the powers of the local Government to the proposed Board of Industries.

The Bill is still under consideration.

(The Statesman, 25-7-1931).

Sir Victor Sassoon shifts activities to China.

According to the Times of India, dated 18-7-1931, Sir Victor Sassoon, who is one of the most important textile mill magnates of Bombay, is bidding good-bye to India, it being his intention to make China the principal centre of his commercial activities. Questioned by a "Times of India" representative about his reasons for this decision, Sir Victor said things were getting stabilised in China and the Nanking Government and the Chinese banks were very anxious

to carry out some joint schemes for the development of Shanghai and China generally. "I think the time should soon come when business will be possible on a large scale in that country, whereas here in India we find our business is contracting, the only big stake we have here now being our mills and mill management".

Asked what the causes of the contraction of their business in India were, Sir Victor said, that a great deal of it was due to the fact that they found they could not compete with Indian firms with small overhead charges. He continued "Then, too, the political situation does not encourage one to feel that one should launch out on big schemes in India for the time being. On the other hand China is now getting over her civil wars and other troubles. It looks as if India under Swaraj will have a great deal of internal trouble. That is what it looks to the ordinary business man".

China had her troubles for the past 15 years, but there appeared to be a prospect of her getting out of it. Incidentally, there was a general feeling in India ~~which is~~ against the foreigner developing the country which they called "exploiting", whereas in China, realising, as they did, the necessity for foreign finance, they were only too glad to have the foreigner working with Chinese interests." (The Times of India, 18-7-1931.

The closure of the Sassoon group of mills in Bombay, ^{if it takes place,} will cause a great amount of dislocation in the textile industry of Bombay and create considerable unemployment among the textile operatives of the city.

Retrenchment in Central Government:

Sub-Committees at Work.

At pages 51 to 52 of the report of this Office for June 1931 reference was made to the attempts initiated by the Government of India and the Provincial Governments to effect drastic reductions in expenditure and to the appointment of six sub-committees into which the Retrenchment Advisory Committee appointed by the Central Government has been divided. During the month under review, the various sub-Committees of the Retrenchment Advisory Committee, as well as the Retrenchment Committees appointed by the provincial governments have been busy at work. Only one committee, the Bombay Retrenchment Committee, has up till now submitted its report (A summary of the Bombay Retrenchment Committee's report is given elsewhere in this report).

The General Purposes sub-committee on Retrenchment (of the Central Government) has issued a communique on 7-7-31 setting forth the methods which they intend to follow. The following are some relevant extracts from this communique:-

"We shall deal as fairly and equitably as it lies in our power between different classes of employees of Government from top to bottom and save as far as we can undue hardship to any class or individual.

As for the procedure, we propose to pursue simultaneously two ways of approach in order to find out how far we can reach the maximum amount of economy without injuring the best interests of the country and having in regard the consideration mentioned above. These two methods are : (A) a percentage cut in all salaries, concessions and allowances, perhaps upon a graduated scale; and (B) by cutting off what are really superfluous activities or suspending activities which are possible of suspension for a term of years without much loss and by a reduction of officers' staff

and establishment and other heads of expenditure in so far as these objects can be effected without jeopardising efficiency of Government.

Lastly we shall take up the question of pay of future entrants to public service with a view to place it on an economic basis.

(The Pioneer 9-7-31).

All indications go to show that the report of the Retrenchment Advisory Committee, when it is finally presented, will recommend an all-round cut in salaries of the employees of the Central Government. A moot point in this connection is whether the Retrenchment Committee has powers to recommend cuts in the salaries of the members of the Covenanted services, who claim exemption from such cuts because of their covenanted position.

Bombay Retrenchment Committee's Report.

The ad interim report of the Retrenchment Committee of the Government of Bombay was published on 23-7-31. The report is signed by all the members with a minute of dissent by Mr. Hooseinally M. Rahimtoola. The present report deals only with proposals for immediate retrenchment to deal with a deficit of Rs.6.1 million in the current year, ~~as forecast before~~. The report says that their recommendations "will entail definite savings this year of Rs. 28,66,400, but apart from these definite items we have made several suggestions the savings of which cannot be computed exactly. We should not, therefore, be unwarranted in assuming that our proposals, apart from a reduction in salaries, would save about Rs. 3 million this year. The extent of savings under salaries depends on the date ~~at~~ which orders are passed on the subject.

Salary Cuts. - Four Proposals. - With regard to the cut in salaries the report says: "We recognize the force of the two-fold argument put before us that, in the first instance the fall in prices has benefited mainly lower salaried servants and that in the second ~~ix~~ instance, salaries of over Rs.166 a month have already been subjected to progressively increasing reductions

by the emergency income-tax proposals of the Government of India

First Proposal.- Without ignoring these considerations. Messrs. Kamat, Chikodi, Rahimtoola and Rao Bahadur Patel consider it undesirable to deprive the lowest ranks of the advantage given to them by the fall in commodity prices and propose to exempt all salaries below Rs.40 in the mofussil and Rs.60 in Bombay. Above this level they recommend the following cuts on monthly pay: 5 per cent. up to Rs.199; from Rs.200 to Rs.499, 6 3/4 per cent, and 7 1/2 per cent from Rs. 500 to Rs.999, and those getting Rs.1,000 and above 10 per cent. The estimated saving in a year on this scale is Rs.2.5 million.

Second Proposal: -

The second proposal which Sir Rustom Vakil, Chairman of the committee, prefers is : 3 3/8 per cent up to Rs.40 ; above Rs.40 to Rs.499 and above Rs.500 up to Rs.1,499 cuts of 5 and 6 3/4 per cent. respectively and Rs.1,500 and above 7 1/2 per cent. Working on this scale it is estimated that there will be a saving of Rs.2.6 million approximately.

Third Proposal:

The third proposal by Mr. Wiles, the Finance Secretary, and Khan Bahadur Allahbaksh, who consider that in view of the great increase in income-tax, which was admittedly put on as a means of reaching salaries which could not other-wise be reduced is that the maximum cut should not exceed 6 3/4 per cent. - 5 per cent. above Rs.40 to 499 and above Rs.500, 6 3/4 per cent. According to this , it is estimated that there will be a saving of about Rs. 2.5 million.

Fourth Proposal:

There is yet a fourth proposal by Mr. Humphrey who disagrees with any cut in salaries which will result in Government breaking their pledges to the All-India and provincial services. Such action would , in his opinion, be disastrous not only morally but would also create a precedent which might be brought forward as an argument in the future. He would therefore, prefer to restrict it to a cut in allowances. If, however, a cut can be made without breaking any pledge or contract he is in favour of no cut up to Rs. 40, 5 per cent from Rs.41 to Rs.499 and above Rs.500 , 6 3/4 per cent. He further suggests that the Government of India should be asked to pay to the provincial funds additional income and supertax which will be collected from Government services in this presidency.

Reduction in number of Executive Councillors. - The committee members have agreed that the cut should be a temporary one and should be made up to the end of the financial year 1932-33. The total cost of the local Government of salaries worked out in 1928-29 was Rs.53.7 million. The majority of the committee are of opinion that the total number of Executive Council members and ministers who are at present four and three respectively should be reduced to four - two members and two ministers - as it is believed that such a reduction will not only save money but will facilitate work. There should, in the opinion of the Committee, also be a certain amount of saving in the menial and general clerical establishment and they recommend a reduction to be brought about as soon as possible (The Pioneer, 25-7-31).

Unemployment.

Unemployment in Bengal: Two Land Settlement Schemes.

Two Khas Mahal land settlement schemes, to which sanction have been accorded by the Bengal Government, have recently been started in Noakhali District, Bengal, with a view to ease to some extent unemployment which is rampant among middle class young men in Bengal. Under both the schemes preference is given to those who are earnest about making agriculture their profession in life.

One of the schemes is on the co-operative basis while the other is on the ordinary settlement basis. Under the former scheme three different societies have been formed with 20 members each. Each member has been allotted eight acres of "char" ^(alluvial island) land for cultivation by himself and two acres by the co-operative society of which he is the member. The proceeds of the latter two acres are to go to establish a fund for the improvement of the "char" ^(alluvial island) and for the mutual benefit of the members. Each member is ~~required~~ required to build his own house, dig a tank in his estate and reside ^{in the estate} permanently. If the members fail to conform to the conditions within five years, they ~~will be liable to have their lease~~ ^{will be} cancelled at the discretion of the Collector. A Managing Committee, consisting of seven members with the Khas Mahal Officer as ex-officio chairman and the Inspector of Co-operative Societies as one of the members, has been formed. The members are to have no right of alienation of any of the lands.

Under the second scheme, the settlement scheme, each member has been allotted 50 bighas (1 bigha = 5/8 of an acre), which he is required to cultivate on his own account. Of the produce, one-fifth is to be taken as rent, one-fifth is to go to form a common fund for the improvement

of the "char" and mutual benefit of the members. The members are to have no right of alienation for five years, after which they may be considered to possess ordinary tenant rights provided they conform to the rules and conditions. Under this scheme a member will have ordinarily to reside in his own house in the "char" and to dig a tank, and should not be a stipendary or professional man, whose presence might be required elsewhere.

The schemes, which have been sponsored, by Mr. B.R. Sen, the Collector of the District, have met with a good response and about 100 educated young men ~~have~~ have been selected and most of them have, it is understood, started cultivation from this year".

(The Pioneer, 10-7-1931).

Social Conditions.

Proposed Bengal Brothels Bill.

A private Bill to improve the moral atmosphere of the City of Calcutta is likely to be introduced at the forthcoming session of the Bengal Legislative Council by Mr. J.N. Basu, provided the sanction of the Government of India, for whose approval it has been sent, is available. The provisions of the measure, briefly, are as the following:-

- (1) To make brothels illegal and to punish brothel keepers, managers, or owners, or landlords who knowingly let their premises for the purpose of prostitution.
- (2) To punish those over the age of 16 years who knowingly live on the earnings of the prostitution of another person.
- (3) To safeguard public places from acts constituting the business of prostitution, which is also defined in the Bill.

The Bill has been most carefully drafted by one of the members of the Legal Sub-Committee of the Calcutta Vigilance Association composed of Mr. T.Y.J. Roxburgh, the Rev. Herbert Anderson, Mr. S.C. Mukherji, Mr. H.K. Mukerji, Mr. J.N. Basu, and Mr. Justice M.N. Mukerji. It has been framed after an exhaustive study of the laws in other parts of India, Burma and Ceylon. The provisions of the Bill are based on data collected by personal survey work by Miss Millicent Shephard, Representative in India of the Association for Moral and Social Hygiene of London.

(The Times of India, 20-7-1931).

Medical Aspect of the Problem.

Miss Shephard is convinced that, along with legislative propaganda and rescue work, the medical aspect of the problem as found in Calcutta requires early solution, in view of the fact that the Medical Department of Calcutta Corporation admit that three out of every four

infantile deaths in the city are due to syphilis, that the infantile death rate here is higher than any other city in India, and that the registered number of beggars, procurers and prostitutes in the 1921 census for Calcutta and suburbs was 39,157. The Calcutta Vigilance Association presented a scheme to ^{the} Calcutta Corporation for its consideration for the free treatment of ~~some~~ ^{the} venereal disease in 1929, but unfortunately it is still in abeyance and no decision has been arrived at. It has now been handed over to the Medical Sub-Committee of the Association for working out. The Association hopes that a small experimental treatment centre may be started in the Park Circus area of the city if the necessary money is forthcoming. It is important, they think, to avoid compulsory methods for the continuation of the necessary treatment and it is only by the establishment of a large number of small centres where skilled treatment is courteously given that a scheme for combating venereal diseases ^{can} will be launched. (The Pioneer, 18-7-1931).

Bill to Amend Immoral Traffic Act, 1930, Madras.

At pages 36 to 37 of the report of this office for January 1931, reference was made to the Immoral Traffic Act, 1930, Madras, which received the assent of the Governor General in April 1930. It had also been stated that the Madras Government was consulting legal opinion as to whether partial enforcement of the Act is possible (see page 37 January 1931 report). Previous sanction having been obtained ^{from} by the Government of India, the Hon. Sir Mahomed Usman,

K. 3. ^(Madras) Home Member, has given notice of a Bill to amend the Madras Suppression of Immoral Traffic Act, to be introduced, considered and passed into law at the meeting of the Legislative Council on the 3rd August 1931. The amendments sought to be made are contained in clauses 2 & 3, which are as follow:-

For sections (1) and (2) of the Madras Suppression of Immoral Traffic Act, 1930 (hereinafter referred to as the said Act), the following sections shall be substituted, namely:-

"This Act may be called ' The Madras Suppression of Immoral Traffic Act, 1930'.

"The Local Government may, from time to time, by notification in the 'Fort St. George Gazette', apply all or any of the provisions of this Act to the whole or any portion of the Presidency of Madras from such date as may be specified in the notification and may cancel or modify any such notification."

In sub-section (11) of section 6 of the said Act, for the words and figures "before a Juvenile Court constituted under section 36 of the Madras Children Act, 1920", the words and figures "before a court established under sub-section (1) of section 36 of the Madras Children Act, 1920, or where no such court has been established, before a court sitting in the manner specified in sub-section (2) of that section " shall be substituted.

The following is the statement of objects and reasons:-

The Madras Suppression of Immoral Traffic Act, 1930 (Act V of 1930), has not yet been brought into force because the machinery postulated in the Act, i.e., Juvenile Courts and Rescue Homes, has not been established. The Act, as at present standing, applies as a whole to the Presidency as a whole and contains no provision enabling the Local Government to apply it either in part or to selected areas where a Juvenile Court and a suitable Rescue Home are already in existence. To remedy this situation it is proposed to amend the Act as shown above in order to enable the Local Government (1) to bring it into force at once in selected areas and to extend it gradually to ~~the~~ other areas as circumstances permit; and (2) to bring into force such of its provisions as may be practicable in any particular area.

(The Fort St. George Gazette, No.13, 28-7-31. part IV)

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Working of the Criminal Tribes Act in the Bombay Presidency, 1930-31*

The following is a summary of the report on the working of the settlements established under the Criminal Tribes Act, and allied institutions in the Bombay Presidency for the year ending 31-3-1931, submitted by the Criminal Tribes Settlement Officer, Bombay Presidency, to the Government of Bombay. It may be mentioned here that a fairly good proportion of the factory labourers in Bombay are drawn from the communities coming under the Criminal Tribes Act.

Population: - The population of all the settlements as it stood on 31-3-31 was 8,842 as against 8,905, the figure for the last year. There is thus a slight fall of 63 persons. During the year, 179 registered persons with their 327 dependants were interned in the settlements newly from the districts and from Bombay City. Practically all of these registered persons had four or more convictions. The average number of convictions of each registered person prior to his internment in the settlement was 7. The maximum number of convictions held by any person prior to admission was 21. The excess of births over deaths in the settlements during the year was 221. 154 registered persons and 414 dependants were released on license to the free colonies and 64 registered persons and 130 dependants to villages.

Employment. - Employment during the year under report was normal. The majority of the settlers were employed in spinning and weaving mills, in railway workshops and in factories. From the settlements and Free Colonies 1,855 men, 675 women and 180 half-timers were employed in spinning and weaving mills or in other factories such as the Western India Match Factory at Ambernath or in the Railway Workshops, Hubli. Work of this nature formed indeed the mainstay of the employment of the settlers. The question of providing labour for the population of the various settlements is reported to be becoming more difficult, because, with the yearly rise in the number of skilled labourers and the recent unemployment, which has rendered the supply of labour greater than the demand, the railways and industrial concerns are less ready to recruit labour from the members of Criminal Tribes who are at first unskilled. The department has therefore to turn more and more to canal works and agricultural settlements, which, though more suited to many of the classes which are dealt with in the settlements, involve more capital outlay and depend on the extent to which Government are able to undertake new major works.

* Annual Administration Report on the Working of the Criminal Tribes Act in the Bombay Presidency - Part I - Price, Anna 1 or 1d. - Bombay: Printed at the Government Central Press 1931 - Obtainable from the Superintendent, Government Printing and Stationery, Bombay, or through the High Commissioner for India, India House, Aldwych, London, W.C.2, or through any recognised Bookseller. - pp. 30.

Health, Housing and Sanitation. - The health of the settlers and of those in the Free Colonies is reported to be satisfactory. There have been no serious epidemics. The health of the settlers at the experimental sub-settlement at Kambharganvi was good. Dispensaries attached to all the larger settlements have been working satisfactorily. During the year the number of births in the settlements was 420 as against 199 deaths and in the Free Colonies 195 births and 96 deaths. Thus there were substantial excesses of births over deaths of 221 in the settlements and 99 in the Free Colonies. Infant welfare centres and school children's clinics were organised in Sholapur and Hubli settlements. In the latter settlement, considerable attention was also given to the scientific treatment of venereal diseases.

Most of the settlers live in huts of their own construction. These huts certainly look untidy and frail, but for the whole of the dry weather they are used for little else than the storing of the articles of settlers while the latter live outside. One difficulty of the settlements as regards sanitation was the provision of sufficient latrines and dustbins. These are being provided as finances permit. The second difficulty was to persuade those settlers, who had hitherto led a wandering life in which such conveniences were neither available nor their lack felt, to use the latrines and dustbins now provided.

Education. - Compulsory education is made a reality in the settlements and in the attached Free Colonies. Attendance is made compulsory both for boys and girls up to the age of 13 and in the case of half-timers in mills up to the age of 15. Attendance at night school is compulsory for boys up to the age of 18 years. Classes for girls who have left school are also held in some of the settlements. Out of a total population of 8,842 in the settlements proper, the number of children attending the day and night schools were 1,772 and 283 respectively, and out of a total population of 4,982 in the Free Colonies, the corresponding numbers were 950 and 172. Thus the number of children attending day or night schools per thousand of the population was 232.4 for the settlements and 225.2 for the free colonies. 52 boys passed the examinations in carpentry and drawing and 16 boys in weaving and 15 boys in moulding, held by the Committee of Direction for Technical Instruction. Training in Agriculture was given at Bijapur, Hotgi and Indi to 32 boys.

Co-operation. - The various Credit and Producers Societies had a successful years work, and all were in a sound financial condition. The Gadag Producers Society experienced a slight loss during the year, but it has a big reserve fund so that unless the loss is repeated in future years, there is no anxiety on this score. A tendency is noticeable for the loans to be increased, and the deposits, which represent in the main the settlers' savings, to be decreased. The Staff Co-operative Credit Society for the Staff of the Criminal Tribes Settlement Department progressed satisfactorily, the share capital being increased to Rs. 4,750 by the end of the year under report.

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Free Colonies. - When a settler has established a good record in a settlement, the question of his discharge raises many difficult questions. If he has a field, or even a house in some town or village he will wish to return to it, and in most cases this is the best solution for him. But, such persons are few. The majority have never had a permanent home before coming to the settlements and it becomes necessary to make some permanent provision for their future. To this end areas have been organized adjacent to the settlements wherein such persons can build huts or houses for themselves. The population on these areas, consisting of persons on license or those who, having completed their period of license, have become completely free, is steadily rising. In most of these free colonies the residents are progressing satisfactorily. In one or two centres, however, the attitude of the ~~probationers~~ probationers have given ground for anxiety. They do not seem to wish to build permanent houses or substantial huts on the free colony, desiring apparently at the end of the period of probation to recommence their old habits of wandering. In other centres, on the contrary, persons from the same castes seem to be settling down satisfactorily and there is not much danger of their reversion to wandering when they are completely freed from restrictions.

Special Establishments. - The Women's Home attached to the Habli settlement continued its beneficent work. It is the only institution of its kind for difficult and immoral women from the settlements. During the year, 38 were admitted and 23 discharged leaving 21 resident in the Home at the close of the year. Though a small institution it is helpful to all the settlements, for one immoral woman may be the centre of dangerous feuds, and a settlement Manager can often ward off a dangerous riot in his settlement by sending such a woman to this Home for a time. The Children's Homes and Hostels closed the year with 91 inmates. Only children who prove themselves to be thieves or whose families are absolutely incapable of caring for them are separated from their families and placed in these Homes. Admissions are becoming less in recent years, as the effect of education and control is being felt in the settlements.

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PUBLIC HEALTH.

Health Conditions in Asansol Coal Mines, 1929-30*

The following information about the health conditions of the mining population in the Asansol Coal Mines during 1929-30 is taken from the Annual Administration Report for 1929-30 issued by the Asansol Mines Board of Health:-

Nature of work of Asansol Mines Board of Health. - The Board's out-door work consists chiefly in the following activities:- (1) Notification of epidemics, (2) Suppression of epidemics, (3) Vaccination, (4) Collection of vital statistics, (5) Anti-Malarial investigation, (6) Provision of burning ghats and burial grounds, (7) Improvement of water supplies, (8) Lectures on elementary hygiene to school children, (9) Medical inspection of school children, (10) Education of the public., (11) Provision of aid to women in child birth.

Cholera -

Suppression of Epidemics. - There were altogether 1076 cases of cholera with 518 deaths during the year giving an incidence rate of 3.27 and a death rate of 1.57 per 1000 inhabitants and a mortality rate of 48.1 per cent as against 537 cases of Cholera with 292 deaths during the previous year with an incidence rate of 1.63, a death rate of 0.89 and a mortality rate of 41.7 per cent. Of the 1076 cases of Cholera, 263 cases (128 deaths) occurred in the collieries, 661 cases (335 deaths) occurred in villages, 109 cases (30 deaths) occurred in Asansol Municipality and 43 cases (5 deaths) occurred in Raniganj.

Small-Pox. - The total number of cases of small-pox recorded during the year was 354 with 42 deaths as against 143 with 13 deaths during the previous year giving an incidence rate of 1.07 and a death rate of 0.13 per thousand and a mortality rate of 11.9%. Of the 354 cases of small-pox, 101 cases (9 deaths) occurred in the collieries, 167 cases (18 deaths) occurred in the villages, 78 cases (14 deaths) occurred in Asansol municipality, and 8 cases (1 death) occurred in Raniganj. Owing to the immigrant nature of the labour employed in the mining settlement, it is impossible to prevent the frequent introduction into the settlement of epidemic diseases such as small-pox and cholera, but those diseases have ceased to be of any economic importance to the mining industry as a result of the activities of the Board.

No cases of plague were reported during the year. Only 21 deaths from recognised malaria were reported during the year. There was a slight increase in the number of deaths from "Fever" during the year. Severe outbreaks of epidemic dropsy were reported from various parts of the mining settlement. Leaflets suggesting remedies for the disease were obtained from the Bengal Public Health Department and were widely distributed among the public for guidance.

Vaccination. - The number of primary and secondary vaccinations performed during the year was 17503 and 17825 respectively as against 9667 and 10161 during the previous year. The rate of success in primary

* Annual Administration Report of the Asansol Mines Board of Health for the year 1929-30. - 1930. - Saraswati Press, Asansol. pp.16.

and secondary vaccination cases was 99.8 and 61.9 as against 99.9 and 65.7 during the previous year. As usual, vaccination was carried out free of charge from house to house. The attitude of the people was friendly and no opposition of any importance was met with, though resort had occasionally to be made to prosecution under the Epidemic Diseases Act. The midwives of the Board vaccinated and re-vaccinated pardanashin women and girls who owing to custom could not be vaccinated or re-vaccinated by the board's sanitary assistants. The number of re-vaccinations performed during the year was considerably higher than that performed during the previous year. Opportunity was always seized in every case of small-pox or chickenpox (sporadic or epidemic) to revaccinate all the inhabitants of the neighbourhood.

Collection of vital Statistics. - Births. - The number of births recorded during the year was 8934 as compared with 9225 during the previous year of which 51.2 per cent were males and 48.8 per cent females as against 52.4 and 47.6 during the previous year. The ratio of males born to every 100 females was 105 as against 110 during the previous year. The number of still-births reported was 75 as against 91 during the previous year. The ^{births} show a decrease of 291 over those of the previous year, the rate per mille being 27.1 (calculated on a population of 329353) as against 28.0 during the previous year.

Deaths. - Deaths. - During the year under report, there were 7644 deaths from all causes as compared with 6896 during the previous year of which 52.9 per cent occurred amongst males and 47.1 per cent amongst females as against 52.8 and 47.2 per cent respectively during the previous year, the death ratio of males to every 100 females being 113 as against 112 during the previous year. The total death rate per mille was 23.2 (calculated on a population of 329353) as against 16.6. It is to be noted that during the last 8 years the number of births recorded in the Mining Settlement has consistently exceeded the number of recorded deaths.

Infantile Mortality. - Altogether 1296 infants of under one year died during the year under report as against 1283 during the year 1928, the infantile death rate during the year amounting to 145 per thousand of births registered as against 133 during the previous year. Of 1296 deaths amongst infants, 58.5 per cent occurred amongst males and 41.5 per cent amongst females as against 56.4 and 43.6 per cent during the previous year, the death ratio of male infants to female being 141 to 100 as compared with 129 to 100 during the previous year. The infantile mortality rate for the year was 145 per 1000 children born as against 139 during the previous year.

Deaths due to child-birth. - Of 1209 deaths which occurred amongst adult married women, 51 were due to child-birth giving a death-rate due to child-birth of 5.7 per thousand births and a percentage death-rate amongst married women of 4.2 per cent. As usual, Board's midwives gave free advice and attendance to the women of the Settlement in their confinements and regularly delivered house to house lectures on cleanliness and domestic hygiene.

Anti-Malarial Investigation. - The investigation was carried

put in places from where outbreaks of malaria were reported by a staff of 3 anti-malarial investigators. The staff examined ground tanks, water courses, shallow pools, cow-sheds and other places where malaria-bearing mosquitoes were suspected either of breeding or harbouring in adult form.

Improvement of water-supply. - On the recommendation of the Chief Sanitary Officer, the Asansol Local Board completed the construction of 9 six feet diameter wells in 9 villages of the settlement during the year 1929-30. Of the 491 villages in the mining settlement, 335 now possess local board wells. All the local board wells within the settlement were regularly inspected by the Board's staff and recommendations were made from time to time to the Chairman of the Local Board for action when necessary. During the Cholera epidemic season of the year, ground tanks were, with the owners' permission, reserved under the Epidemic Diseases Act in many villages of the Settlement either for drinking or for bathing and the contaminated water supplies were sterilised and guarded.

Medical Inspection of School Children. - The Sub-assistant surgeon employed by the Board for the medical inspection of school children carried on the work of medical inspection throughout the year. During the year 3088 children were examined in 74 schools amongst whom 1041 cases of disability were found as against 3182 in 83 schools with 1441 cases of disability during the previous year.

Education of the Public. - In the epidemic times, the sanitary inspectors of the Board delivered lectures in the infected localities in the prevailing epidemics. The midwives of the Board, in addition to the specific duties, paid house to house visits and delivered simple lectures on the general principles of cleanliness and domestic hygiene to the women of the Settlement. The sanitary assistants of the Board delivered weekly lectures in nearly all the lower and upper primary schools of the settlement on hygiene and public health and the Board's Primer in Bengali on elementary hygiene was distributed free to all pupils. The sanitary inspectors of the Board periodically examined the children investigating their progress in the knowledge of the contents of the Board's primer.

General Remarks. - The construction and renewal of miners' dwellings on collieries generally conformed to the standard prescribed by the Board. The sanitation of pachai shops in the Settlement was regularly supervised by the Board's inspecting staff and the improvements recommended by them were in most cases carried out by the vendors. All necessary precautions during the annual fairs and festivals within the Settlement were as usual taken by the Board's staff.

Finances of the Board. - No loan was applied for during the year under report and no grant was received from Government or any public body during the year. The expenses of the Board were met by a cess levied at the following rates:- On Mine-owners at Re.1/14/- per

Agriculture.

Agricultural Progress in India in 1930.

The following facts regarding agricultural progress and conditions in India during 1930 are taken from the report presented to Parliament by the Secretary of State for India prepared from the detailed reports submitted by each Indian province, a summary of which is published in the Hindu of 3-7-31:-

Total Area Under Cultivation. - The report shows that nearly 290 millions of India's 320 million inhabitants are engaged in agriculture, that the area under cultivation exceeds 116 million acres of which 52 per cent is held by peasant proprietors, 18 per cent is permanently settled and 30 per cent is temporarily settled by larger proprietors.

Activities of Administration. - The administration undertakes in the absence of private activity, the functions of seedsman, manure seller, agricultural engineer and implement dealer, and development of modern agricultural methods. This development was possible only by well-organised propaganda and administration. Ocular demonstration of new methods from the view point of the cultivators' own requirements is the fundamental principle underlying the educational activities of the Agricultural Department. As regards agricultural education proper, there has been a steady development during the year and facilities for short courses at the Agricultural Colleges. Experimental Farms are now provided for training adult cultivators in most provinces.

The Locust Menace. - Among the other enterprises of the recently established Imperial Council of Agricultural Research now seriously at work is the Locust Committee. It has helped to co-ordinate efforts in dealing with the present scourge, which, it is stated, is part of extensive and exceptional migration extending from Western Sudan through Egypt and Palestine, Iraq, Arabia and Persia into North-West India.

Irrigation Projects. - An interesting section of the report deals with developments in irrigation in British India during the past quarter of a century. During 1928-29 the total area, apart from the Indian States, irrigated by Government's works amounted to 30.7 million acres, or 13 per cent of this entire cropped area. The total length of the main branch canals and distributaries in use amounted to about 75,000 miles.

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The greatest of the irrigation works at present under construction are the Sukkur Barrage in Sind and the Sutlej Valley Project in the Pubjab. Sukkur, one of the largest ^{irrigation} works of the world, ~~is~~^{should} be complete next year. The total area affected by the scheme is approximately $8\frac{1}{2}$ million acres. The Sutlej Project will bring $3\frac{3}{4}$ million acres of desert waste under cultivation. When allowance is made for the natural expansion of the existing scheme it is probable there will be an ultimate area of 50 million acres under irrigation by Government works.

(The Hindu, 3-7-31).

100 tons based on the average raisings of coal during the past 3 calendar years. On Royalty Receivers at 24% of the annual average road cess payable for the past 3 financial years. The amount of cess assessed upon mine-owners for the year under report was Rs.100917-10-0 as against Rs.95978-8-0 for the previous year. The increase was due to larger output giving a higher average on which the assessment was based. The amount of cess assessed upon royalty receivers for the year under report was Rs. 17820-9-0 as against Rs.16625-9-0 for the previous year. The increase was due to higher assessment ~~of~~ of road cess.

Maritime Affairs

Unemployment among Indian Seamen: Joint Conference at Calcutta.

The problem of unemployment is causing grave concern to Indian seamen. It is reported that in Bombay alone more than 15,000 seamen have been thrown out of employment owing to trade depression. To consider the question of unemployment among seamen and to devise measures for relief, a Joint Conference of Indian Seamen, Quarter Masters and Port Trust Mariners met under the auspices of the Indian Seamen's Union, Bengal Mariners' Union, Indian Quarter Masters' Union and the Port Trust Mariners' Union on 28-6-1931 at Kidderpore, Calcutta, Mr. Amin Ahmed, Barrister-at-Law, presiding. Among those present were Messrs. M. Daud, Z.A. Rahim, M. Ali Khan and Shamsul Haq. The Conference adopted the following resolutions, amongst others, unanimously:-

(1) Whereas the unlawful interference of interested persons, who are outsiders, in the Government Shipping Office, in the matter of general recruitment of seamen and particularly in the selection of the Goanese seamen, is not only acting as a menace to the improvement of seamen's conditions but is also creating disorder in the said matter of engagement, and whereas such interested persons are provoking unemployed seamen to aggravate the problem of seamen's unemployment, this Joint Conference of Indian Seamen draws the attention of the authorities and requests them to take early steps in removing those persons from the shipping office and also to take steps so that they may not provoke the unemployed seamen to the detriment of all concerned in these days of commercial depression.

(2) That, in order to obviate the ^{difficulties} ~~disabilities~~ regarding unemployment of seamen, this Joint Conference requests the Government and the Shipping Authorities to solve that problem in consultation with the Indian Seamen's Union by adopting Unemployment Insurance in this country on the lines prevalent in the European countries.

(3) That this Joint Conference confirms the action of the Executive Councils of the Indian Seamen's Union, the Bengal Mariners' Union and the Indian Quartermasters' Union in demanding representation of Indian seamen at the Round Table Conference and also in suggesting the name of Mr. Daud, the Union's President, for such representation (see page 62 of the report of this Office for June 1931).

Mr. Ahmed, the President of the Conference, in summing up the proceedings of the Conference, advised the Seamen and the Mariners

to stand by their Unions, without which their grievances could never be removed and objectives gained. (The Pioneer, 2-7-1931).

Conditions in Bombay.- The Trade Union Record, July 1931, (Vol. II, No.5) publishes the following paragraph about conditions of unemployment among Indian seamen in Bombay:-

"More than 15,000 seamen have been thrown out of employment in Bombay owing to trade depression. The National Seamen's Union of India placed before the authorities of the various shipping companies a plan whereby the distress caused among the seamen could be alleviated. The shipping companies agreed to the proposal of the Union that the crews should be changed every year, thus making vacancies for the large number of unemployed. As the British India Steam Navigation Company refused to concede the repeated request of the Union to change their crews every year, the Union has started picketing at the gate of the office of the Company and also at docks since the 1st of June". (The Trade Union Record, Bombay, July 1931, Vol. II, No.5).

Conditions of Work of Inland Steam-Ship Crews:

Demand for Inquiry.

A General meeting of the members of the Bengal Mariners' Union was held at Barisal under the presidentship of Mr. M. Daud on 28-5-1931. Mr. Abdul Huq, after narrating the discussions that took place between the representatives of the Union and the Joint Steamer Companies, Calcutta, exhorted the workers to be united and organised if they were really keen on getting them redressed. The following resolutions were unanimously passed at the meeting:-

(1) That, in view of the different conditions of services of the inland steam-ship employees in Bengal with regard to their wages, working hours, compensation for accidents, houses, leave rules, pensions, provident fund, etc., the Union urges the Government to hold a public enquiry into their conditions of services by a committee consisting of equal number of representatives of the employers and the Union as also the representatives of the Government and the public. (2) In view of the fact that proper increments in wages were not given to crews in 1927, the Union urges a further increment in their wages by at least 10 per cent. (3) 25 per cent. increment should be given in the wages of the pilots and sailors on the Company's barges. (4) The system of

pensions and gratuity should be properly regulated on a satisfactory basis. (5) The Union urges the Companies to maintain equal number of crews in ~~the~~ vessels of the same type and ^{that} additional number of crews be given in the new steamers for the purpose of ensuring the health of the crews.

(The Trade Union Record, Bombay, July 1931.
Vol. 2, No.5).

Conditions of Work of Bombay Seamen.

The following details regarding the conditions of work of Bombay seamen ^{have been} ~~were~~ brought to light as the result of personal enquiries conducted by Mr. S.V.Parulekar of the Servant of India Society, ~~Bombay~~.

Strength of Labour Force. - The fleet of the Bombay Steam Navigation Company consisting of 18 steamers and motor vessels and 16 steam launches runs the coastal services from Bombay to Karachi and Bombay to Mangalore. The total number of sailors employed on them is about 800. The Company also owns 118 lighters and country crafts and the number of sailors working on them in different ports comes to about 750. About 250 workers are employed in the workshops throughout the year to carry on the normal work of making repairs, in addition to which, during the rainy season when two-thirds of the vessels are laid up for repairs, a large number of extra hands numbering about 800 are engaged for a period of three months. Detailed personal enquiries were made into the conditions of life and work of the sailors employed on two launches, one of which plies between Bombay and Dharamtar and the other between Dabhol and Chiplun and information collected about the conditions of life and work of sailors working on steamers.

Recruitment. - The captain of the launch recruits sailors to work in the Deck Department. The Engineer is responsible for the recruitment of the staff which works in the Engine Department. In the case of steamers the Company obtains seamen through serangs. The existing methods of recruitment leave immense scope for corruption and favouritism as the captain, the engineer and the serangs enjoy wide powers to give employment in the departments under their charge and control, to whomsoever they like. Though corruption prevails in the matter of recruitment, it is very difficult to prove it in a court of law. Moreover, the master, the driver and the serangs have absolute powers of dismissal.

Hours of Work. - The hours of work vary according to the route of steamers. The hours of work of the sailors in the Engine Department of a steamer do not exceed 8 per day and they do not work for more than 4 hours at a stretch. The aggregate hours of work of the sailors of the Deck Department is 12. But actually they work for more than 12 hours a day as all of them have to be on duty when the steamer touches a port. It is a little difficult to arrive at an accurate and exact figure of the hours of work of the sailors working on the launches. The Company seems to have laid down no limit to their hours of work. Their least hours of active duty vary between 10 and 11. After the completion of the trip the sailors of both the Engine and Deck Departments have to work by turns. Assuming that every sailor would have to be on duty for at least 2 1/2 hours in addition to 11 hours' active duty, the least number of hours of work of the sailor employed in the Engine Department cannot, therefore, be in any case less than

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13 1/2 hours a day. The total hours of work of those sailors who work in the Deck Department also vary between 13 and 14 as five sailors have to be on watch when the launch is at anchor. After ~~the~~ excessive toil for about 14 hours in the hot engine room, the rest of 10 hours available to the sailor cannot reasonably be said to be sufficient, particularly in view of the fact that the seaman cannot have it at a stretch. It may be remarked here that the Company does not make provision for Sunday rest or grant leave with pay.

As the hours of work of these sailors are not fixed, they receive no extra payment in case they work for more than the normal number of hours of work. Sometimes some repairs ~~require~~ to be made to the launch or to the engine and the sailors receive not a pie by way of extra payment even if they work for more than 16 hours continuously on such occasions. The launch at Bombay many a time has to make an extra trip and the total number of hours of work ~~is~~ ^{is} on that ~~particular~~ ^{such} day comes to about 17 hours, but the sailors are not paid any extra remuneration for the extra labour.

Wages. - The captain of the launch at Dabhol is paid a pittance of Rs.56 per month. This amount includes the messing allowance as the Company does not supply rations. The amount which the ~~master~~ master receives as his pay cannot but be characterised as absolutely meagre and inadequate in proportion to his responsibilities. The engineer of the ship is paid at the rate of Rs.3-4-0 per day. The daily rate of pay of ~~the~~ ^{the} steersman is Rs. 1-1-0. The sailors are paid at the rate of Re.1 per day. The pay of the master of the launch which runs between Bombay and Dharantar is Rs. 75 per month. The daily rate of pay of the rest of the sailors is Rs.1-2-0. The steersman gets Rs.1-3-0 per day. The sailor on the steamers is paid Rs.57 per month. The serangs get Rs.60. The pay of the tindal and the steersman is Rs.47 and Rs.43 respectively. The Company does not supply rations to the seamen but it pays the cooks who cook their food.

The aggregate amount of monthly earnings of a sailor working on the launch at Dabhol will, theoretically speaking, amount to Rs.30 provided he works without remaining absent for even a single day. But actually his maximum average earnings per month will be Rs.22-8-0 only when calculations are made on the basis of his aggregate earnings during the whole year. When the coastal passenger traffic stops during the rainy season and the steamers and the launches are laid up for repairs for about three months, the services of all the ~~sailors~~ ^{sailors}, with the exception of a very small number, are dispensed with. ~~The~~ ^{Such} leave is compulsory and a sailor receives no pay during the period of leave.

Family Budget. - The expenses which the sailors of launches and steamers incur for food vary respectively between Rs.12 and Rs.13, and Rs.13 and Rs.15. A few of them form a mess and the total amount spent on food is equally distributed among them at the end of the month. The food they take is of the meanest kind. In addition to the expenditure on meals, the amount which they generally spend on tea,

refreshments, smoking, etc., comes to about Rs.5 per month. A further allowance of Rs. 2 or Rs. 3 has to be made for their miscellaneous expenses, shaving, washing, oil, etc. Hence the maximum amount which a sailor could send to his family per month will be Rs.10 and that only if he works all the days in the month without taking leave. During the rainy season, the discharged sailor puts himself to the task of cultivating the land belonging to some landlord as a subsidiary source of income. The sailors working on launches and in the engine department of the steamers come from that part of the country which is popularly known as Konkan. The whole of the tract is hilly and the land is not fertile. The process of cultivating the land is very laborious and tedious. It is sheer compulsion of economic circumstances that forces the sailor ~~xxx~~ to work in the fields in return for an income which is just enough to keep the members of his family alive during the three months *of enforced leave.*

Savings and Indebtedness. - It will be clear from the above rough analysis of his income and expenditure that the seaman will not be able to save anything from his earnings. There is no scope for economy, as whatever he is able to earn is hardly sufficient for maintaining and bringing up the members of his family. The occasions for borrowing money in his case are numerous and unavoidable. Sickness, spells of unemployment, social and religious ceremonies, all drive the sailors to borrow money, sometimes at exorbitant interest, without any ~~xxxx~~ hope of repayment.

Security of Tenure. - All the members of the staff on the launches including the master, the driver and the sailor on the steamers are treated by the Company as temporary hands. The Company can dispense with their services with a moment's notice as, under the provisions of law, only permanent servants are entitled to one month's notice or, in lieu, one month's pay before they can be discharged from service. The masters and the drivers on the launches were regarded as permanent hands before 1924. The sailor is constantly haunted by the painful thought of the insecurity of service.

Holidays. - The sailors work incessantly without a single holiday for nine months. Those sailors whose services are not dispensed with during the rainy season work for 365 days without a day's rest. The hard manual work for 14 hours a day continuously for 270 days during the year tells adversely on the health of the sailors and shorten their lives.

Other conditions of Work. - Not a single seaman, either on the launches or the steamers, was found to have been living with his family. Every one of them had left the family at his native place. The seaman cannot get leave for paying a visit to his family during the nine months he is on duty. In the case of those few sailors whose services are retained during the rainy season, the Company allows them to go to their native places, if they could be conveniently spared, for a month at the most after twelve months' service.

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None of the seamen are entitled to any gratuity in appreciation of long services. The sailors are not entitled to the benefits of ~~the~~ provident fund. Only those who are treated as permanent hands by the Company are allowed to subscribe to the provident fund. The seamen are denied this privilege on the ground that they are daily paid employees.

Fire Extinguishing Appliances
(Pilgrim Ships) Rules, 1931.

The following notification by the Government of India, Department of Education, Health and Lands, regarding the rules to regulate fire extinguishing appliances in pilgrim ships, is taken from the Gazette of India of 18-7-31 (No.29 Part I, pages 583 - 585):-

No. 1276 - In exercise of the powers conferred by sub-section (1) of section 213 of the Indian Merchant Shipping Act, 1923 (XXI of 1923) the Governor General in Council is pleased to make the following rules to regulate fire extinguishing appliances on pilgrim ships, the same having been previously published as required by sub-section (3) of the said section, namely:-

Rules.

1. Title and extent of application. - (1) These rules may be called the Fire Extinguishing Appliances (Pilgrim Ships) Rules, 1931.

(2) They apply to pilgrim ships, and shall come into force on the 1st day of September 1931, from which date, rules 11 to 15 of the rules published with the notification of the Government of India in the Home Department no.1902 (Sanitary), dated the 14th October 1910, shall be cancelled.

Provided that these rules shall not apply, and rules 11 to 15 of the rules published with the said notification shall continue to apply to pilgrim ships with regard to which a certificate of survey was granted before the 1st day of September 1931, under section 136 or section 144 of the Indian Merchant Shipping Act, 1923, while such certificate is in force.

2. Definition. - In these rules "approved" means approved by the Governor General in Council.

3. Spaces occupied by passengers and crew. - (1) On every ship of more than 4,000 tons gross tonnage, at least three, and on every other ship at least two, steam or equivalent pumps shall be available for the spaces occupied by passengers and crew; provided that more than two pumps shall not be required on ships whose keels were laid before the 1st September 1931. Each such pump shall be capable of providing a full supply of water, in accordance with the requirements specified in sub-rule (1) of rule 6, to one or more ranges of water service pipes. The service pipes shall be of metal, with branches so arranged that the fire hoses may be coupled thereto, and two powerful jets of water may be rapidly and simultaneously brought to bear, by means of single lengths of hose from each branch, upon any part of each deck space occupied by passengers or crew, when the watertight and fire-doors are closed. Where

2. the water service is on an exposed deck, the branches necessary to comply with the foregoing requirements shall, in the case of vessels whose keels are laid after the 1st September 1931, be fitted on both sides of the deck.

Provided that in the case of vessels whose keels were laid before the 1st September 1931, the main engine sanitary pump shall be allowed to count as one of the pumps required to be available if it is so fitted as to be capable of serving the purpose of such pump.

(2) Every ship shall carry an efficient portable hand pump with suction and hose complete.

(3) Portable chemical fire extinguishers of an approved pattern shall be carried in every compartment wherein passengers and crew are accommodated. There shall be two extinguishers in each such compartment, and when passengers are carried in enclosed spaces above the upper deck, there shall be at least one extinguisher on each side of such spaces at intervals of not more than 60 feet.

4. Cargo spaces. - On every ship arrangements shall be made whereby two powerful jets of water may be rapidly and simultaneously directed into any cargo compartment, and, save in the case of a ship of less than 1,000 tons gross tonnage, satisfactory means shall also be provided whereby steam or other gas incapable of supporting combustion may be conveyed to each such compartment.

5. Machinery and bunker spaces. - (1) Arrangements shall be made in ships which use coal as fuel whereby two powerful jets of water can be rapidly and simultaneously directed into any part of the coal bunker spaces, boiler rooms and machinery spaces.

(2) In ships in which the main boilers are oil fired the following additional arrangements shall be made:-

(a) The fire hoses in the machinery spaces shall be provided with additional conductors suitable for spraying water on oil without undue disturbance of the surface.

(b) In each firing space there shall be placed a receptacle containing 10 cubic feet of sand, sawdust impregnated with soda, or other approved dry material and scoops for distributing the same.

(c) In each boiler room, and in each of the machinery spaces in which a part of the oil fuel installation is situated, there shall be provided two approved portable chemical extinguishers of a type discharging froth or other approved medium suitable for quenching oil fires.

(d) Means shall be provided whereby froth may be rapidly discharged and distributed over the whole of the lower parts of any boiler room, or of any machinery space in which oil fuel units or settling tanks may be situated. The quantity of froth which can be discharged

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should be amply sufficient to cover up to a depth of 6 inches the whole area of the plating formed in any one compartment by the inner bottom plating, or by the shell plating of the vessel if there is no double bottom tank. If the engine and boiler rooms are not entirely separate, and fuel oil can drain from the boiler room bilges into the engine room, the combined engine and boiler rooms shall be treated as one compartment. Provided that if other effective means are available for combating fire and the apparatus can be controlled from outside the compartment in which fire may occur, the Governor General in Council may exempt from the requirements of this clause ships whose keels were laid before the 1st September 1931 on which it would not be reasonable to require the fitting of large froth installations.

(e) There shall further be provided one extinguisher of at least 30 gallons capacity in ships having one boiler room, and two such extinguishers in ships with more than one boiler room. These extinguishers shall be provided with hoses on reels suitable for reaching any part of the boiler rooms and spaces containing oil fuel pumping units. Provided that the Governor General in Council may permit the fitting of any other equally efficient apparatus in place of the 30 gallons extinguishers

(f) All containers and valves by which they are operated shall be easily accessible and so placed that they will not readily be cut off from use in case of fire.

6. Pumps. - (1) In all ships each of the steam or equivalent pumps shall be capable of supplying simultaneously two powerful jets of water for use in any part of the vessel. The pumps shall be worked by steam or by some other equally efficient motive power, and shall always be available for immediate use at all reasonable times when the vessel is in commission.

(2) All steam or equivalent pumps shall be provided with effective escape valves suitably adjusted and so placed as to prevent excessive pressure in any part of the water service system.

7. Water Service pipes. - The main water service pipes shall be made of wrought material, and, if of iron or steel, shall, in the case of vessels whose keels were laid after the 1st September 1931, be galvanised. They shall be sufficiently large in diameter for the adequate supply of water to the fire hoses which shall be secured to them for simultaneous operation. The branches shall be so placed that the fire hoses may be conveniently coupled to them, and cocks or valves shall be fitted where required to admit of any hose being removed, if desired, while the pumps are at work.

8. Fire Hoses. - (1) The fire hoses shall be of leather, seamless hemp, flax canvas of first-class quality, or other approved material. They shall be provided with suitable metal unions and conductors, and with gooseneck connections where necessary.

(2) A sufficient number of fire hoses with attachments and conductors shall be suitably distributed about different decks in the ship so as to be readily available for rapid use in any space occupied by passengers or crew, and not less than three hoses and attachments shall be provided in any vessel.

(3) The fire hoses and the conductors, and other apparatus referred to in sub-rules (1) and (2) , together with coupling wrenches if required, shall be kept ready for use in conspicuous positions near the water service hydrants or connections. They shall be used only for the purposes of extinguishing fires or for testing the fire extinguishing apparatus at fire drills and surveys, and not for washing decks.

9. Arrangements for injecting steam or other gas into Cargo Spaces and Boiler Rooms. - Where provision is made for the injection of steam or other gas into the cargo spaces and boiler rooms for fire extinguishing purposes, the necessary pipes for conveying the steam or gas to holds or other compartments shall be provided with controlling valves or cocks readily accessible from the deck and so marked as to indicate clearly the compartments to which the pipes are respectively led. Suitable provision shall be made for locking these valves or cocks so as to prevent inadvertent admission of the steam or gas to any compartment. If any pipe is led to a space to which passengers have access, it shall be furnished with an additional stop valve or cock also capable of being locked. Provided that the Governor General in Council may permit the substitution of any other equally efficient safety device giving the requisite security from danger.

10. Fluid Fire Extinguishers. - (1) A sufficient number of approved portable fluid fire extinguishers discharging water shall be provided in accordance with the requirements of rules 3 and 5. For ordinary purposes not specifically referred to in these rules, the capacity of portable extinguishers shall be not more than three imperial gallons, and not less than two imperial gallons, provided the Governor General in Council may, in his discretion, permit the use of an extinguisher of less than two gallons capacity in special circumstances.

(2) An approved type of portable extinguisher discharging a medium other than water may, in the case of not more than 20 per cent. of the total number of extinguishers, required to be carried, be substituted for the ordinary water-discharging extinguisher.

(3) The portable hand fluid fire extinguishers (apart from those supplied in boiler rooms, etc., specially for use in connection with oil fuel) shall not be of more than two types in any one ship.

(4) All extinguishers, whether portable or otherwise, shall be placed in positions where they are readily accessible.

11. Smoke Helmets and Safety Lamps. - At least two smoke

helmets and two safety lamps of approved types shall be included in the fire extinguishing equipment of every vessel and the helmets shall be stowed separately. The members of the crew shall be practised regularly in their use.

12. Emergency Appliances. - The necessary emergency fire appliances such as knives, axes, and crowbars, shall be kept in a place readily accessible at all times from different parts of the ship.

13. Fire Drill. - Fire drill shall be observed at least once a week on board all vessels and during such drill all fire appliances shall be put into use and the fact entered in the Log Book. The great utility of woollen or asbestos blankets for smothering small fires shall always be impressed on all persons taking part in a fire drill.

14. Custody of fire apparatus and fire patrol. - (1) The fire apparatus shall be placed by the master under the special charge of one of the principal officers of the ship and of the ship's carpenter, who shall both be held responsible that the apparatus is kept in a state fit for immediate use. As soon as possible after leaving port, the officers and crew shall be divided into parties and assigned to stations in case of fire.

(2) A continuous patrol system shall be organised so that any outbreak of fire may be promptly detected.

15. Stowage of cargo and disposal of inflammables. - (1) The cargo of every ship shall, before she leaves port, be properly stowed away, and the decks shall be cleared of any loose straw, hay and other inflammable material. Any goods which are dangerous by reason of their inflammability or liability to explosion shall be stowed, subject to the provisions of any law or rules in force, in such manner as to safeguard the ship from danger of fire or explosion. The tanks of motor cars carried on the ship shall be drained before loading.

(2) Before a ship leaves port, every passenger shall deliver up any lucifer matches, gun-powder or other inflammable article in his possession.

16. Use of naked lights and spirits. - Naked lights shall not be used in the holds or store rooms or between decks, except under trustworthy superintendence. No person shall read in bed with a naked light. Casks or drums containing spirit shall not be opened in the hold but shall be hoisted on deck for the purpose.

17. Relaxation of rules. - In the case of a small vessel under 200 feet in length when it is shown to be unreasonable to require full compliance with any of the provisions of these rules, such relaxation shall be granted as the Governor General in Council may, having regard to all the circumstances of the case, direct.

18. Penalty. - Whoever does any act in contravention of any of the provisions of these rules shall be punishable with fine which may extend to two hundred rupees.

Migration.

Labour Conditions in Federated Malay States during 1930.

The following facts regarding the labour conditions in the Federated Malay States during 1930 are taken from the Annual Report for 1930 submitted by the Chief Secretary to the Government of the Federated Malay States to the Government. A good percentage of the labour force of the Federated Malay States is recruited from South India.

Trade Conditions: According to the report, the Federated Malay States experienced a very difficult year. Trade conditions continued to be most depressing and there is little hope of any immediate improvement in the situation. There was a serious decline in the revenue and attempts are being made to place the permanent expenditure on a less exalted basis. Tin and rubber went from bad to worse and the voluntary efforts to regulate output had no appreciable result. Towards the end of the year Government was invited to join with Nigeria, Bolivia, ^{and the} ~~the~~ Netherlands East Indies in an international tin quota scheme, which has since become an accomplished fact. The scheme which aims at adjusting supply to demand by compulsory restriction of production is not flawless; but given a fair chance it should assist the industry by keeping unwanted tin off the market and in the ground. Whether the salvation of the rubber industry, where conditions are more complicated, lies along the same lines is a matter of opinion; a great variety of individual schemes has been promulgated, but one would like to see a more concerted attempt made by the leaders to solve a very difficult problem.

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Supply of Labour . - The majority of labourers in *the* Federated Malay States are Chinese and Southern Indians. The latter are chiefly engaged in agricultural work and on public services; the former in agriculture and in every other form of manual labour . Skilled work is almost entirely in the hands of the Chinese. The workmen of all races in the peninsula, excepting about 3,560 Javanese labourers, who are under contract for a certain term each, are at liberty to leave their employment at any time on giving a month's notice.

Conditions of labour are governed by the provisions of the Labour Code, 1923, and by the Netherlands - Indian Labourers' Protection Enactment, 1927. These enactments are administered by a Labour Department under the direction of the Controller of Labour, Malaya. Relations between employers and labourers were generally satisfactory, but it took some time for labourers to accommodate themselves to the changed conditions which now govern the rubber industry.

Immigration and Repatriation of Indians . - The Immigration of labourers from Southern India is regulated by the Indian Immigration Committee appointed by the High Commissioner. The Railway fares in India, steamer passages and transport expenses of such labourers to their places of employment are paid from the Indian Immigration Fund. The total number of labourers so assisted during 1930 was 39,873.

Owing to the low price of rubber, estates found themselves in many cases with a surplus of labour in 1930 and recruiting in India was stopped from 1st August 1930, after which date, only those labourers who wished to rejoin their families in Malaya were assisted to emigrate ~~and~~ from India. During 1930, 56,063 adults with 15,873 minors and 5,825 infants were repatriated to India. The majority of these repatriates were unemployed labourers for whom work could not be found in Malaya.