

INTERNATIONAL LABOUR OFFICEINDIAN BRANCHReport for January 1933.Contents.

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References to the I.L.O. ✓

The Tripartite Preparatory Conference on Hours of Work received considerable publicity in the Indian press during the month under review. The several communiques issued by this Office on matters pertaining to the Conference, as also quite a good number of cables from Geneva on the progress of the Conference and the decisions arrived at, received satisfactory publicity. The following are the more important of the references to the Conference made in the press:-

The Office issued on 5-1-1933 a short communique to the Associated Press of India on the Geneva cable to this Office announcing Mr. H.B. Butler's broadcast speech on 8-1-1933 setting forth the objects of the Conference on Hours of Work. The communique was published in the Hindu, the National Call and the Hindustan Times of 6-1-1933, the Times of India of 7-1-1933 and in all papers.

(Copies of the communiqué were forwarded to Geneva with this Office's minute K.1/11/33, dated 5-1-1933).

The Office issued a long communique on 7-1-1933 under the caption "Fighting the Unemployment Spectre", reviewing the White Report on Hours of Work and Unemployment, recently issued by the I.L.O. The communiqué was published in the Statesman of 9-1-1933, the Hindustan Times of 10-1-1933, the Hindu of 11-1-1933, the Leader of 12-1-1933, and in several other papers.

(Copies of the communiqué were forwarded to Geneva with this Office's minute H.2/49/33, dated 12-1-1933).

The Times of India published an article under the caption "Industry and the Forty Hour Week" contributed by Mr. S. Keshoram, a member of the Staff of this Office. The article, it may be pointed out, was published on 10-1-1933, the date on which the Conference opened its session.

(A cutting of the article from the Times of India of 10-1-1933 was forwarded to Geneva with this Office's minute H.4/55/33, dated 12-1-1933).

A Geneva cable dated 10-1-1933 to the effect that the Preparatory Conference opened its session on 10-1-1933 and that the ~~xxx~~ U.S.A. and Russia declined the invitation to take part in the Conference, the former sending an <sup>2</sup>Observer, was published in the Hindu and the Statesman of 11-1-1933, and in other Indian dailies.

The Hindustan Times of 10-1-1933, the Hindu of 11-1-1933, the Times of India of 13-1-1933, and the Statesman of 14-1-1933 made editorial comments on the present attempt of the I.L.O. to reduce hours of work in industry. The comments made by the Hindu, in a long editorial article published on 11-1-1933, were on the whole appreciative of the I.L.O.'s efforts, but the comments of the Hindustan Times, the Statesman and the Times of India were of an adverse nature.

The last two papers justify their comments by arguing that the reduction can be brought about only if all the industrial nations, members as well as non-members of the I.L.O., agree to the proposal, that such agreement is impossible of attainment, especially since ~~xxxx~~ two of the foremost industrial countries, Russia and the U.S.A., are out of the League, that even if such agreement were possible, the distribution of work among a greater number of workers will not increase the total volume of purchasing power, and that the disparity between the prices of industrial products and agricultural products, which is one of the causes of the present depression, will be accentuated rather than reduced if hours of work are reduced.

The Hindustan Times, in the course of an editorial article published on 10-1-1933, remarked: "However desirable shorter hours for labour may be, we cannot support any plan which is based on limitation of production. Restriction of output, instead of checking the economic malady from which

the world is suffering today, is sure to make it worse".

Mr. K.E. Matthew, a member of the staff of this Office, wrote an article under the caption "Reduction in Hours of Work" in order to remove the misconception involved in the editorial comments of the Hindustan Times (quoted above) that reduction in hours would, in effect, bring about a reduction in production. The article explained how the proposed reduction in hours would affect only the hours of work of the individual worker, while maintaining the total hours of work of the whole factory at the old level. The article was published in the Hindustan Times of 14-1-1933.

A British Official wireless dated 12-1-1933 to the effect that the British Government delegate to the Conference drew the attention of the Conference to the economic, financial and technical difficulties involved in reducing hours of work in industry and declared that, therefore, the proposal was impracticable, was published in the Hindu of 12-1-1933.

A Geneva cable dated 17-1-1933 to the effect that the British employers' delegate supported the Government delegate's opposition to the 40-hour week, was published by the Hindu of 18-1-1933 and the Statesman and the National Call of 19-1-1933.

A Reuter's cable from Geneva dated 19-1-1933 to the effect that the Conference accepted a resolution presented by seven nations expressing the view that the reduction of working hours would be the only measure which would reduce unemployment and urging the working out of the details for bringing about an international agreement on the subject, was published by the Hindu and the Statesman of 20-1-1933, the Times of India of 21-1-1933, the Leader of 22-1-1933 and the Indian Labour Journal of 22-1-33

The Hindu of 20-1-1933 also published a short editorial note which, after announcing the adoption of the above resolution re. the working out

of the details for bringing about a 40-hour week, presents the arguments of the British Government and employers' representatives in opposing the move and says that their arguments require careful consideration before any definite action can be taken on the problem.

The National Call of 21-1-1933 and the Advocate of 22-1-1933 publish a cable from London to the effect that the Conference rejected the resolution of the British Workers' delegate that reduction in hours should not involve a reduction in wages.

A Reuter's cable from Geneva dated 25-1-1933 to the effect that the Conference finally adopted the principle of the 40-hour week, was published by the Times of India, the Hindustan Times and the National Call of 27-1-1933, and the Advocate and the Indian Labour Journal of 29-1-1933.

The National Call of 27-1-1933 publishes a short editorial note calling attention to the decision of the Conference and pointing out that the proposal had met with considerable opposition.

The Stateman, the Hindustan Times, and the National Call of 27-1-1933, as also several other dailies, publish a communique issued by this Office on 26-1-1933 based on the Geneva Office cable to this Office announcing Sir Atul Chatterjee's broadcast speech on "India and Geneva" on 29-1-1933.

(Copies of the above communique were forwarded to Geneva with this Office's minute K.1/162/33, dated 26-1-1933).

... ..

New India of 22-12-1932 publishes a short editorial note under the caption "Unemployment" in the course of which reference is made to the Preparatory Conference of January 1933 and to the statistics of unemployed workers published in the Geneva White Report on "Hours of Work and Unemployment". The article deplors the lack of statistics as far as

India is concerned and says: "It is clear that Geneva is thinking only of European countries and of areas where European standards prevail".

... ..

The January 1933 issue of the Indian Post, Delhi, republishes an article under the caption "Fighting for the 40-Hour Week", contributed by Mr. J. Bolton and published in the October 1932 issue of "Industrial Review", London. The article reviews the circumstances which made the consideration of the problem by the I.L.O. necessary.

Copies of Mr. Bolton's article were forwarded to the Indian Post and to a few other labour journals by this Office.

... ..

The annual Report of the Karachi Indian Merchants' Association for the year 1931 contains the following references to the I.L.O.:-

(a) Reference is made at pages 90-91 to the Government of India's communiqué dated 23-10-1931 inviting suggestions for the nomination of non-government delegates to the 15th I.L.Conference, and to the protests entered by the Association as well as by other employers' organisations against the nomination of Mr. Tarlton as an adviser to the Indian Employers' delegate to that Conference. Reference is also made to the report submitted to the Federation of Indian Chambers of Commerce and Industry by the Indian Employers' delegation to the 15th Conference.

(b) Reference is made at page 91 to the Association's recommendation re. the nomination of Indian Employers' delegate to the Tripartite Technical (Maritime) Advisory Conference. The Association recommended the name of Mr. M.A. Master for nomination as the Indian Employers' delegate to the Conference.

(c) Reference is made at page 91 to the Memorandum under the caption "Labour and the Round Table Conference" forwarded by the Director of this Office to the Association in May 1931. The Memorandum, it will be remembered, advocated that labour legislation should be made a Federal subject in the future constitution of India and not merely a Central Subject. The Association expressed the opinion that it was difficult to decide the problem until the future constitution of India was definitely settled. If the future Indian Federal Council was <sup>to be</sup> predominated by Indian princes, it is stated ~~by~~ the Report, that little could be expected for Indian labour from the Federal Council, in which case, it was better labour legislation was made a Central subject rather than a Federal subject.

(d) Reference is made at page 101 to the letter sent by the Association on 11-4-1931 to the Government of India protesting against the refusal of the High Commissioner for India in London to issue laissez passer to Mr. Erulkar, while the latter was acting in place of Mr. Gemmil on the Governing Body of the I.L.O.

... ..

The annual Report of the Indian Merchants' Chamber, Bombay, for the year 1931, which was recently published, contains the following references to the I.L.O.:-

(a) Reference is made at page 70 of the Annual Report to the attitude taken by the Chamber towards the nomination of Mr. E.S.Tarlton as advisor to the Indian Employers' delegate to the 15th I.L. Conference. It is stated that the Chamber authorised Mr. Walchand Hirachand, Indian Employers' delegate to the 15th Conference to challenge on the Chamber's behalf, the credentials of Mr. Tarlton before the Credentials Committee

and that the Chamber addressed to the I.L. Conference a communication urging the invalidation of Mr. Tarlton's credentials.

(b) Reference is made at page 70 to an interview granted to Mr. Walchand Hirachand by the Committee of the Chamber soon after the return of the delegation from Europe. During the interview, Mr. Walchand Hirachand explained the reasons for the walk-out from the Conference and pointed out that India was not going to be benefitted by participation in the deliberations of the League Assembly and of the I.L. Conference.

(c) Reference is made at pages 70-71 to the views of the Chamber regarding the question of fixing the age of admission of children to non-industrial occupations. (Details re. the views of the Chamber on the question is given at page 14 of this report under the Section dealing with Ratifications).

(d) Reference is made to the I.L.O. Questionnaire on Hours of Work in Coal Mines at page 72 of the Report. The Chamber had no views to offer on the subject since there were no coal mining interests in the Bombay Presidency.

(e) Reference is made at pages 72-73 to the Recommendation adopted by the 12th I.L. Conference re. prevention of industrial accidents. When the views of the Chamber on the Recommendation were invited, it replied that the Government should compile ~~xx~~ statistics and make investigations into the factors governing accidents as recommended in part I of the Recommendation irrespective of the expense which would be involved, that the Chamber approved of the necessity for collaboration between the factory inspectorate, workers and employers for the prevention of accidents and that the Government should incorporate in the Indian Factories Act the principles for ensuring an adequate standard of safety as recommended in Part III of the Recommendation.

(f) Reference is made at pages 15-16 to the suggestions made by the Chamber regarding the nomination of the Indian Employers' delegate to the Tripartite Technical Maritime Advisory Committee.

(g) Reference is made at page 59 of the Report to the article forwarded by this Office in May 1931 under the caption "Labour and the Round Table Conference" in which it was suggested that labour should be treated as a Federal subject and not as a Central subject in the new constitution of India. The Chamber agreed with this view.

(h) Reference is made at pages 80-81 of the Report to two reports submitted by Mr. D.S. Erulkar to the Federation of Indian Chambers of Commerce and Industry regarding (1) the appointment of a whole-time Indian to represent the Federation in International activities, and (2) regarding the permanent representation of Indian employers on the Governing Body of the I.L.O. respectively. The Chamber advised the Federation to suspend action on the reports pending settlement of the future constitution of India.

... ..

The Abstract of Proceedings of the Bengal Chamber of Commerce for November 1932 contains a reference to the press communiqué issued by the Government of India on 27-9-1932 announcing the items on the agenda of the 17th session of the I.L.Conference and inviting suggestions regarding the nomination of non-government delegates to the Conference. According to the Abstract, the Chamber has recommended the name of Sir Phiroze Sethna for nomination as the Indian Employers' delegate to the Conference.

... ..

The agenda of the 17th I.L.Conference and the news that the Indian

Mining Association has suggested the name of Sir Phiroze Sethna for nomination as the Indian Employers' delegate to the 17th session of the Conference is published in the printed report of the proceedings of a meeting of the Committee of the Indian Mining Association, Calcutta, held on 14-12-1932.

... ..

The January 1933 issue of the Trade Union Record, Bombay, publishes the text of a circular letter issued by the General Secretary of the Indian Trades Union Federation to the Unions affiliated to the Federation. In the course of the letter attention is drawn to the question of the nomination of Indian workers' delegation to the 17th I.L. Conference. The letter says that the Federation has represented to the Government the necessity for sending an adequate number of advisers along with the delegate in order to make it possible to secure representation on all important committees which will be appointed by the Conference.

As regards the nomination of the Indian delegation to the Tripartite Preparatory Conference on Hours of Work, the letter states that the General Secretary, in spite of Government having not issued a communiqué inviting suggestions for the nomination of non-government delegates, addressed a letter to the Government of India emphasising the importance which Indian workers attached to the question of reduction of hours of work and requesting the Government to send a complete delegation to this Conference.

... ..

The Gazette of India of 31-12-1932 (No.53 of 1932) publishes at pages 1467-1584 of Part I, the report of the Indian delegation to the 13th League Assembly which was submitted to the Government of India.

The January issue of India and the World, Calcutta, publishes an article under the caption "International Labour ~~League~~ Organisation - Twelve Years After", contributed by Mr. Raghunath Rao of the Geneva Office. The article explains the aims and objects of the I.L.O. and the achievements of the Organisation during the last 12 years.

... ..

In the course of a statement on the third session of the Round Table Conference issued by Mr. N.M. Joshi to the Indian Press soon after his return from Europe, reference is made to the fact that he urged at the Conference that labour should be treated as a Federal subject and not as a provincial subject since, in the latter case, there is a danger that the influence of the I.L.O. in promoting labour legislation would decrease. Mr. Joshi's statement was published in the Indian Labour Journal and in other papers.

Mr. Joshi also addressed a meeting held under the auspices of the Deccan Sabha at Poona on 25-1-1933 on the conclusions arrived at in the third Round Table Conference. In the course of the speech Mr. Joshi emphasized the necessity for marking labour a Federal subject in order to make it possible for the I.L.O. to stimulate and influence labour legislation in this country.

The Times of India of 27-1-1933 makes the following comments in a leading article on Mr. Joshi's insistence on labour being made a Federal subject:-

"Considering the growing size of India's industrial population and the acuteness of its various problems, it is a pity that more time was not given to this subject at the Conference. Though industrial conditions vary in this vast sub-continent, making it apparently desirable that their regulation should be a local concern, the increasing economic unity of India calls for labour as a Central rather than a provincial subject. An obvious consequence of decentralisation would be a disturbance of uniformity in labour legislation between province and province, and what is still more important

between British India and the Indian States. It is true that a number of States have drawn up their own labour laws in imitation of various acts of the Indian legislature; but with a few exceptions they are remarkably behind those in force in British India. Under a provincial scheme industrialists would hesitate in making an advance in labour legislation when their competitors across a political boundary, whether of a British province or of an Indian State, were unaffected by it. While the extent to which the States are willing to participate in the All-India Federation is unknown, it is difficult not to foresee serious developments in a form of competition which already exists on a small scale.

"Moreover, India has a seat on the International Labour Organisation and is a signatory to several international labour conventions which a Central rather than a Provincial government should enforce. If the provincial governments are to be final authorities in labour questions, it is difficult to see how they will either participate in the activities of the I.L.O. or undertake to give effect to its conventions. It is true that the present involved system of consultation prior to introducing legislation is defective in the matter of ~~xxx~~ speed. But the defect can be remedied by a less hazardous step than provincialisation, namely, the constitution by statute of an Industrial Council as recommended by the Royal Commission on Indian labour. Besides, eliminating the delays incidental to the prolonged consultations between Governments, the Council, representative of employers, workers and executive governments, would bring to bear on the subject special knowledge and more practical experience than State departments can command. The result would be the evolution, in a shorter time and with a great saving of energy of measures that would rest on a sure foundation. Besides assisting the legislature, which would be solely responsible for legislation, the Council would consider proposals, direct labour policy, secure uniformity and organise and develop economic research. It is to be hoped at least that the proposed provincialisation of labour legislation will not be effected without an adequate discussion of the various issues raised by the plan".

The Servant of India of 12-1-1933 publishes the speech delivered by Mr. N.M. Joshi on the last day of the Round Table Conference summing up the results of the Conference. In the course of the speech, Mr. Joshi made the following reference to the I.L.O.:-

"In delimitation of the federal field for legislation, the Indian workers' claim for common protective legislation for the whole of the Federation is not yet conceded. Without this right the Indian workers would ~~xx~~ even lose the small protection which the International Labour Organisation of the League of Nations affords to them. The workers of India want no barriers against their movement from one unit of Federation into another. But if emigration from and immigration into British India only is made a federal subject, leaving emigration from and immigration into Indian States solely under the control of the States, the workers of British India are placed in a disadvantageous position. I make an appeal that,

in the future stages of the constitutional discussions, the interests of the Indian workers and of the helpless aboriginal ~~xxx~~ tribes will not be neglected, but will receive their due recognition. Let me give a warning regarding the danger of not leaving adequate constitutional scope for the protection of the interests of those who are poor and illiterate".

... ..

The December 1932 issue of the Labour Gazette, Bombay, reproduces from Industrial and Labour Information of 21-11-1932, the note on India's ratification of the Convention re. Seamen's articles of agreement.

... ..

The Times of India of 28-12-1932 publishes a short note under the caption "Recruiting Seamen; India Signs Convention" contributed by Mr. Oliver Bell. The note announces India's ratification of the I.L.O. Convention on Seamen's Articles of Agreement and gives a summary of the main provisions of the Convention. The note also shows how the Convention affects Indian Seamen beneficially.

... ..

The Hindu of 26-12-1932 publishes a long article under the caption "Sir Atul Chatterjee: An Appreciation" contributed by "Pertina". The article reviews at length Sir Atul Chatterjee's connection with the I.L.O. from its inception to the present day.

... ..

The Report of the Committee of the Indian Jute Mills Association for the year 1932 publishes a note at page 49 to the effect that the Committee recommended the name of Hon. Sir Phiroze Sethna for nomination as the Indian employers' delegate to the 17th session of the I.L.Confer-

ence. The note also publishes the items on the agenda of the Conference.

... ..

The Times of India of 27-1-1933 publishes a short note under the caption "Automatic Couplings: A Series of International Tests" reviewing the action taken by the Governing Body of the I.L.O. at its 60th session on the subject of automatic couplings.

... ..

The Times of India and the Hindustan Times of 12-1-1933, the Hindu of 16-1-1933, the Leader of 18-1-1933, the Indian Labour Journal of 29-1-1933, and several other papers, publish a communiqué issued by this Office on 9-1-1933 under the caption "Unemployment Insurance Possibilities" on the Grey report on Unemployment Insurance issued by the I.L.O.

(Copies of the communiqué were forwarded to Geneva with this Office's minute H.2/48/33, dated 12-1-1933).

... ..

The December 1932 issue of Labour Gazette, Bombay, ~~XXXX~~ reproduces at page 268 the note published in Industrial and Labour Information of 21-11-1932 on the advisory opinion given by the Permanent Court of International Justice regarding the interpretation of the Convention re. employment of women during night.

... ..

The December 1932 issue of Labour Gazette, Bombay, reproduces at page 271 the note published in Industrial and Labour Information of 14-11-1932, announcing the items on the agenda of the 1934 session of the I.L. Conference.

*The Director of this Office presided at a meeting held on 16-1-33 under the auspices of the Newbelli Y.M.C. A. at which Miss Bryan, formerly Director of the Swedish International Union at Geneva delivered a lecture on "Some Problems of the League of Nations"*

Ratifications.Indian Merchants Chamber, Bombay & Conventionre. Age of Admission of Children to Non-Industrial Employment.

The Annual Report of the Indian Merchants' Chamber, Bombay, for the year 1931 publishes at pages 70-71 and pages 263-275 the views which the Chamber expressed in February 1931 on the question of fixing the age of admission of children to non-industrial occupations. The following is a short summary of the views of the Chamber:

Specifications of Non-industrial Occupations. - The Committee of the Chamber were in favour of a Convention being framed by the Conference on the subject. They suggested the following occupations to be specified as non-industrial occupations: (a) Commercial establishments; (b) Offices of all descriptions; (c) Establishments in which hygiene and the care of sick persons <sup>are</sup> ~~is~~ undertaken, including bathing establishments and doctors' and dentists' consulting rooms, etc; (d) Ambulant occupations, such as street trading, peddling etc; (e) Amusement and public entertainment undertakings, including fairs; and (f) Catering establishments.

Minimum Age & Exemptions thereto. - They felt that in the case of India at least, the minimum age for admission should be fixed at 12. They also agreed with the proposal in the Grey Report to exempt work carried out in technical schools, in operatic, and theatrical performances etc., from the scope of the proposed Convention. They were not in favour of classing some occupations as specially dangerous. They remarked that such occupations had to be classed as dangerous in European countries owing to peculiar conditions of traffic etc., prevalent there.

Enforcement of the Convention. - As regards enforcing the provisions of such an International Convention, the Committee thought that such details should be decided by the Legislature of each country.

(Summarised from Annual Report of the Indian Merchants' Chamber, Bombay, for 1931).

National Labour Legislation.

Payment of Wages Bill, 1933. (L.A. Bill No. 6 of 1933).

The following is the full text of a Bill with a statement of object and reasons and Notes on Clauses which was introduced in the Legislative Assembly on 1-2-1933 by Sir Frank Noyce, Member in Charge of Industries and Labour with the Government of India with the object of regulating the payment of wages to certain classes of persons employed in industry:

L. A. Bill No. 6 of 1933.

A Bill to regulate the payment of wages to certain classes of persons employed in industry.

Whereas it is expedient to regulate the payment of wages to certain classes of persons employed in industry; It is hereby enacted as follows:-

1. (1) This Act may be called the Payment of Wages Act, 1933.  
Short title, extent & application.

(2) It extends to the whole of British India, including British Baluchistan and the Sonthal Parganas.

(3) The whole of the Act applies in the first instance to the payment of wages to persons employed in any factory, and the whole of the Act except section 3 applies in the first instance to the payment of wages to persons (not being persons employed in a factory) employed upon any railway by a railway administration or by a person fulfilling a contract with a railway administration.

(4) The Local Government in any province may, after giving three months' notice of its intention of so doing, by notification in the local official Gazette, apply the provisions of the Act or any of them, subject to such relaxations as may be specified in the notification, to the payment of wages to any class of persons employed in any industrial establishment.

(5) Nothing in this Act contained shall apply to the payment of wages to any person whose wages by whatever wage-periods paid amount to one hundred rupees a month or more.

2. In this Act, unless there is anything repugnant in the Definitions. subject or context, -

(1) "factory" means a factory as defined in sub-clause (a) of clause (3) of section 2 of the Indian Factories Act, 1911;

(ii) "prescribed" means prescribed by rules made under this Act; &

(iii) "wages" means all monies contracted to be paid to a person

as remuneration for work done in his employment, but does not include -

- (a) any contribution paid by the employer to any pension fund or provident fund;
- (b) travelling allowance or the value of any travelling concession;
- (c) any sum paid to the person employed to defray special expenses entailed on him by the nature of his employment; or
- (d) any gratuity payable on discharge.

3. (1) Where by the terms of employment or by any contract Payment of wages. ~~by~~ express or implied wages are payable to a person at the end of fixed periods (in this Act referred to as wage-periods), such wages shall be paid before the expiry of the seventh day from the last day of the wage-period in which the wages have been earned, unless the seventh day is a non-working day, in which case the wages shall be paid on the first working day subsequent to such non-working day.

(2) Where the employment of any person is terminated by or on behalf of the employer, the wages due to him shall be paid before the expiry of the second day from the day on which his employment terminated.

X of 890.

4. (1) Notwithstanding the provisions of sub-section (2) of Deductions which may be made from wages. section 47 of the Indian Railways Act, 1890, or of any other law for the time being in force, the wages due to an employed person shall be paid to him without deductions of any kind except those authorised by this Act.

(2) Deductions from the wages of an employed person shall be made only in accordance with the provisions of this Act, and may be of the following kinds only, namely:-

- (a) deductions by way of fine;
- (b) deductions for damage or loss attributable to his neglect or default;
- (c) deductions in respect of housing accommodation, tools or raw material supplied by the employer; and
- (d) deductions in respect of such other services supplied by the employer as the Local Government or the prescribed authority may by general or special order authorize.

5. (1) No deduction by way of fine shall be made from the wages Deductions by way of fine. of any employed person, unless a notice has been exhibited in the prescribed manner on the premises in which he is employed specifying the acts or omissions on the part of an employed person for which a fine may be imposed, nor otherwise than in accordance with such notice -

(2) The total amount which may be deducted by way of fine from the wages of an employed person shall not exceed in any one month ~~more~~ an amount equal to half-an-anna in the rupee of his wages for that month.

(3) No deduction by way of fine shall be made from the wages of any employed person who is under the age of fifteen years.

(4) Where the recovery of a sum deducted by way of fine is made in instalments, the instalments shall not be more than two, and shall not extend beyond the wage-period following that in which the fine was imposed.

(5) All deductions by way of fine and all realizations thereof shall be recorded in a register to be kept by the employer in such form as may be prescribed; and the proceeds of all such deductions shall be expended only on such purposes beneficial to the persons employed in the factory or establishment as are approved by the prescribed authority.

6. A deduction under clause (b) of sub-section (2) of section Deductions for damage 4 shall not exceed the amount of the loss or loss. caused to the employer by the neglect or default of the employed person, or where the damage or loss is to an article manufactured for sale, the wholesale price of that article.

7. A deduction under clause (c) or clause (d) of sub-section Deductions for services (2) of section 4 shall not be made from the rendered. wages of an employed person, unless the housing accommodation, tool, raw material or other service has been voluntarily accepted by him, and such deduction shall not exceed an amount equivalent to the value of the service rendered.

8.(1) The Local Government may, by notification in the local Rule-making power. official Gazette, make rules for the purpose of carrying into effect the provisions of this Act.

(2) In particular and without prejudice to the generality of the foregoing power, such rules may -

- (a) require the maintenance of such records and returns as are necessary for the enforcement of the Act, and prescribe the form thereof;
- (b) prescribe the authority competent to authorize deductions for services under clause (d) of sub-section (2) of section 4;
- (c) prescribe the manner in which the notice under sub-section (1) of section 5 of acts or omissions for which fines may be imposed shall be given;
- (d) prescribe the form of the register of deductions from wages referred to in sub-section (5) of section 5, and the authority competent to approve of the purposes on which the proceeds of fines shall be expended; and
- (e) prescribe the manner of giving notice of the days on which wages will be paid.

9. (1) The Local Government may, by notification in the local Inspectors. official Gazette, appoint such persons as it thinks fit to be inspectors for the purposes of this Act, and may define the local limits within which they shall exercise their functions.

(2) An inspector of factories appointed under sub-section (1) of section 4 of the Indian Factories Act, 1911, shall be an inspector

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for the purposes of this Act in respect of all factories within the local limits assigned to him.

(3) A Supervisor of Railway Labour appointed under sub-section (1) of section 71G of the Indian Railways Act, 1890, shall be an inspector for the purposes of this Act in respect of all persons to whom this Act applies employed upon a railway.

(4) An inspector may enter on any premises, and make such examination of any prescribed register, and take on the spot of otherwise such evidence of any person, and exercise such other powers of inspection, as he may deem necessary for carrying out the purposes of this Act.

(5) Every inspector shall be deemed to be a public servant within the meaning of the Indian Penal Code.

10.(1) The Local Government may appoint a Magistrate or other person as the authority to hear and decide in deductions from wages or any area assigned to him by the Local Government all claims arising out of deductions from the wages or delay in the payment of the wages of employed persons.

(2) Where contrary to the provisions of this Act any deduction has been made from the wages of employed person, or any payment of wages has been delayed, such person himself, or any officer having powers of inspection under this Act, or any person acting on behalf of such person, may prefer a claim to the authority appointed under sub-section (1) for a direction under this section.

(3) When any claim under sub-section (2) is preferred, the authority shall hear the aggrieved party and the employer and may, without prejudice to any other penalty to which the employer is liable under this Act, direct the refund to the employed person of the amount deducted, or the payment of the delayed wages, together with the payment in either case of such compensation not exceeding ten times the amount of the sum wrongfully withheld as the authority may think fit;

Provided that no direction for the payment of compensation shall be made in the case of delayed wages, if the authority is satisfied that the delay was due to failure by the employed person to apply for payment.

(4) Any amount so awarded may be recovered in the manner provided in the Code of Criminal Procedure, 1898, for the recovery of fines.

11.(1) Whoever being responsible for the payment of wages to an employed person contravenes any of the provisions of section 3, section 4, section 5, section 6 or section 7, shall be punished with fine which may extend to five hundred rupees.

(2) Whoever contravenes any provision of any rule made under section 8 shall be punished with fine which may extend to one hundred rupees.

12.(1) No Court shall take cognizance of a complaint against any person for an offence under sub-section (1) of section 11, unless a claim in respect of the facts constituting the offence has been

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successfully preferred under section 10, and the authority empowered under that section has sanctioned the making of the complaint.

(2) Before sanctioning the making of a complaint against any person for an offence under sub-section (1) of section 11, the authority empowered under section 10 shall give such person an opportunity of showing cause against the granting of such sanction, and that sanction shall not be granted if such person satisfied the authority that his default was due to a bona fide error or dispute as to the amount payable to the worker, or to a failure by the employed person to apply for payment.

(3) No Court shall take cognizance of an offence under sub-section (2) of section 11 except on a complaint made by or with the sanction of an officer exercising powers of inspection under section 9.

(4) In sentencing any person to a fine for an offence under sub-section (1) of section 11 the Court shall take into consideration the amount of any compensation already awarded against the accused in any proceedings taken under section 10.

13. No Court shall entertain any suit for the recovery of wages or of any deduction from wages, if such suit raises a question substantially identical with a question which has been decided in a claim preferred under section 10.

14. Any contract or agreement, whether made before or after the commencement of this Act, whereby an employed person relinquishes any right conferred by this Act shall be null and void in so far as it purports to deprive him of such right.

15. The powers by this Act conferred upon the Local Government shall be exercised by the Governor General in Council in any case in which the exercise of such powers affects any persons (not being persons employed in a factory) employed upon a railway.

#### STATEMENT OF OBJECTS AND REASONS.

In 1926, the Government of India addressed Local Governments with a view to ascertain the position with regard to the delays which occurred in the payment of wages to persons employed in industry and the practice of imposing fines on them. The investigations revealed the existence of abuses in both directions and the material collected was placed before the Royal Commission on Labour which was appointed in 1929. The Commission collected further evidence on the subject and the results of their examination with their recommendations on these questions will be found on pages 216-221 and 236-241 of their Report. The Government of India have since re-examined the subject in the light of the Commission's Report and the Bill embodies the conclusions now reached. The principal provisions are explained in the subjoined Notes on Clauses.

#### Notes on Clauses.

Clause 1. - The Bill applies only to wages payable to persons

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receiving less than Rs.100 monthly. The provisions relating to prompt payment of wages are applicable in the first instance only to factory employees and the provisions relating to deductions are intended for application in the first instance to factory employees and railway workers. But it is proposed to give power to Local Governments to extend any or all of the provisions of the Act to other industrial establishments.

Clause 3. - This is designed to secure that wages shall ordinarily be paid within seven days of the expiry of the period within which they were earned. But it is proposed to reduce this period to two days when an employee is discharged.

Clause 4. - It is intended that the possible deductions from wages should be of three kinds only, viz.:-

- (1) deductions by way of fines,
- (2) deductions for damage or loss,
- (3) deductions for services.

Clause 5. - It is proposed that fines may be imposed only on adults, that they should be strictly limited in amount and that they shall not be recoverable in more than two instalments or after an undue delay.

Clause 6. - In the case of deductions for damage or loss, the amount is limited to the actual loss or in the case of a manufactured article to the wholesale price of that article.

Clause 7. - Deductions for services are limited to certain services specified in clause 4(2) (c) and to others which may be prescribed by authority, and provision is here made for limiting the amount of the deduction to the value of the service rendered.

Clause 10. - It is proposed that claims on account of either deductions or delay should ordinarily be enforced, if necessary, by non-criminal proceedings before a Magistrate or other officer, who will have the power to direct a refund together with the payment of compensation.

Clauses 11 and 12. - It is proposed that persons contravening the provisions of the Act should be liable to prosecution but that prosecutions should only be maintainable after a successful claim for a refund has been preferred and with the sanction of the authority granting the refund. Similarly, it is intended that prosecutions for infringement of the rules should require the sanction of an inspecting officer.

(Extracted from the Gazette of India, 4-2-1933, Part V - pages 9-11).

Land Acquisition Act (Amendment) Bill, 1932.

At page 8-9 of our September 1932 was given the text of the Land Acquisition Act (Amendment) Bill, 1932, which was introduced in the Legislative Assembly on 5-9-32. On 6-2-33, the Assembly passed a motion for referring the Bill to a Select Committee.

Children (Pledging of Labour) Act, 1933.

At pages 14-15 of the report of this Office for September 1932, the full text of the Children (Pledging of Labour) Bill, 1932, introduced in the Legislative Assembly on 5-9-1932 was given. The Legislative Assembly passed the Bill on 6-2-1932. Details regarding any changes made in the text of the Bill are not available now. Such changes if any, will be communicated in the next month's report of this Office.

Conditions of Labour.Hours of Work in Mines: Views of the Indian Mining Association.

Reference was made at pages 14-16 of our December 1932 report to the proposal of the Government of India to reduce hours of work in mines. It will be recalled that opinions of the interests concerned were invited on the following four points:-

- (1) the most suitable limits to the daily and weekly hours of work (a) above ground and (b) underground;
- (2) whether the present minimum age for children —13 years — should be raised and if so, to what extent;
- (3) whether mine managers should be required to report all accidents likely to involve the enforced absence of any worker in excess of seven days; and
- (4) whether it should be obligatory for Local Governments to publish reports of a Committee appointed under section 11 or of a court of inquiry appointed under section 21 of the Mines Act.

The Committee of the Indian Mining Association, Calcutta, has recently communicated to the Government their views on the above points. The following is a summary of the Committee's views:

Hours of Work Above Ground. - In the opinion of the Committee, the present weekly limit of 60 hours of work above ground is not excessive and should be allowed to remain. They have no objection, however, to the present daily limit being reduced from 12 hours to 10 hours. The introduction of a shorter number of hours than 10 per day may affect the wages of a large number of surface workers who are paid on contract. It is customary to allow surface workers a respite of two hours during the heat of the day. A day of 10 hours divided into two portions by a suitable period of rest would, therefore, in practice, mean an eight hour day or practically a 48 hour week. In the interests of general health, especially during the hot weather it is essential that the workers should be given as long a rest as possible and to reduce the 60 hour week further would mean a shorter period of rest for the worker.

Hours of Work Under Ground. - The Committee favour the reduction of the maximum daily hours for underground workers from 12 hours to 9 hours. Safety workers, e.g., pump attendants, men in charge of ventilating machinery and those responsible for the safety of the mine, who now work 8 hour shifts and change over underground, must be allowed time to proceed to their work, change over their shifts under ground and return to the surface. If a maximum of 9 hours is enforced by law from "bank to bank" it would allow sufficient time for workmen to proceed to their duties without undue haste. The Committee would also

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<sup>has</sup> like to suggest that the elaborate registers recording the working hours of each individual worker should be abandoned if and when the 9 hour daily limit is introduced.

Minimum Age of Employment of Children. - In the memorandum submitted by the Association to Government in connection with the recommendations of the Royal Commission on Labour, it was stated that the Committee supported the recommendation that Children under 14 years of age should not be permitted to work in or about mines. A member of the Technical Sub-Committee of the Committee of the Association has suggested that Government should give consideration to the question of allowing boys between the age of 10 and 14 to work on the surface and that their duties should be confined to such light work as picking. This suggestion is put forward for the benefit of the workers themselves as, it is pointed out, that at an age between 10 and 14 a boy, if not employed, is inclined to waste his time on activities which will be of little advantage to himself in future life as a worker. In the opinion of the Committee it would be extremely difficult to introduce legislation in this connection but the suggestion is put forward for the consideration of Government.

Minimum Age of the

Mine Managers' Liability to Report Accidents. - In the Association's memorandum on the recommendations of the Labour Commission it was mentioned that the Committee did not think it was necessary for minor accidents to be reported weekly to the Chief Inspector of Mines. At present fatal accidents and serious accidents are reported forthwith to the District Magistrate and to the Chief Inspector of Mines. The reporting of minor accidents will involve extra clerical work both for the collieries and the Department of Mines. Any extra work of this nature means the employment of additional staff and although the expenditure may be small, these gradually increasing requirements add considerably to the cost of production. The Committee therefore suggested that in the event of Government introducing legislation making it compulsory for minor accidents to be reported, such reports should not require to be submitted until after the expiry of the waiting period under the Workmen's Compensation Act.

Publication of Enquiry Reports. - The Committee agree that it should be obligatory for Local Governments to publish reports of a Committee appointed under Section 11 of a Court of Enquiry under Section 21 of the Mines Act.

Weekly Payments of Wages to Workers:

S.I. Chamber's Views.

In reply to a communication from the Commissioner of Labour, Madras, on the question of the suitability of substituting weekly payments of wages to workers in factories in lieu of <sup>the</sup> present monthly disbursements,

the Southern India Chamber of Commerce have expressed the opinion that, while it would be advantageous to adopt the system of weekly payments it would not be advisable at present to enforce it generally.

The Committee of the Southern India Chamber<sup>has</sup> of Commerce<sup>has</sup> urged caution in view of the backwardness of India in industrial enterprise and labour standards and opined that there might be no serious objection to legislation requiring payments of wages at intervals of not longer than 16 days. The Committee also expressed the view that it would be better to begin the new arrangements in selected industries, such as textiles, engineering workshops and steel and iron works, adding that the reduction of the interval between payments must in no way affect prejudicially the privileges and concessions attached to the system of monthly payment of wages.

An Eight Hour Day for Bombay Taxi Drivers: Government's Order.

The Government of Bombay have recently sanctioned an amendment to the rules regulating the use of motor vehicles let or plying for hire in the Presidency proper, outside the city of Bombay. The amendment provides:-

The District Superintendent of Police may direct by order in writing that no owner of any motor vehicle or class of motor vehicles shall permit a driver in his employ to be on duty during any period of 24 hours,

(i) for more than 8 hours excluding halts for a period exceeding one hour each or,

(ii) for more than 10 hours including all halts.

The owner shall supply the driver with a trip book. The hours at which the driver begins and ends his duty and the periods of halts shall be entered in the trip book every day by the owner, his agent or representative. The trip book shall be carried on the motor vehicle and shall be open to inspection by any police officer.

Hours of Work in Jute Mills; Indian Jute Mills  
Association Pleads for Limitation by Legislation. ✓

The 1933 annual meeting of the Indian Jute Mills Association, Calcutta, was held on 24-1-1933 when Mr. J. Sime, the outgoing chairman of the Association, pleaded for placing legal restrictions on hours of work in jute factories in order to restrict production and save the industry from the present slump. It will be remembered that during 1930 and 1931 the members of the Association entered into a series of working time agreements with a view to limit production. The following details regarding the efforts made in 1932 to restrict hours of work are taken from the Report of the Committee of the Association submitted at this year's annual meeting.

Working Time Agreement in 1932. - Reference was made at pages 20-24 of our July 1931 report and at pages 31-33 of the August 1932 report to the various working time agreements adopted by the Indian Jute Mills Association in order to limit production. The last agreement adopted in 1931 was on 6-10-1931, but a serious crisis was precipitated by three mills breaking away from the Association and working 108 hours weekly on a double shift system. It was apprehended that other mills within the Association too would be tempted to break away from the 40-hour agreement and work longer hours. Negotiations, therefore, were entered into with mills not affiliated to the Association in order to evolve a scheme which would limit hours of work by concerted action. The negotiations, however, broke down and a crisis was averted only through the timely intervention of the Government of Bengal in May 1932, to which reference was made at pages 33-34 of our May 1932 report and at pages 55-56 of our June 1932 report. As a result of the Government intervention a settlement was reached on the following basis:-

(1) That for a period from the 1st August 1932 to the 30th June 1933 it be agreed;

- (a) That the Association mills work 40-hours a week with 15% looms sealed;
- (b) That the outside mills work 54-hours a week with a full complement of machinery.

(2) That the Agarpara Mill be permitted to increase its loomage by 64.

(3) That the Inspectors of the Indian Jute Mills Association or Government Inspectors be permitted to inspect the outside mills with reference to productive machinery, namely, all processes up to and includ-  
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the looms and twist and reeling frames, and also with reference to the working hours of such machinery.

(4) That during this period there should be no increase in productive machinery, save to the extent proposed for the Agarpara Mill.

(5) That the deposit of Rs.60,000 should be refunded to the Adamjee Jute Mills, Ltd.

(6) That Premchand Jute Mills and Shree Hanuman Jute Mills be granted the privilege of working with their full complements of machinery for 54 hours per week from 1st August 1932 to 30th June 1933.

(7) That similar concessions, if granted by the Association to other members for the same period, shall be limited to the extent that the total concessions so granted, including those to Premchand and Hanuman Mills, shall not apply to more than 4% of the total looms in the Association.

These terms of settlement were subsequently confirmed and accepted by the Association and the outside mills, namely, the Adamjee, Agarpara, Gagalbhai and Ludlow Mills, which gave His Excellency the Governor an undertaking that they would adhere to the arrangement.

During November 1932, the Committee opened negotiations with a view to securing a continuance of the existing working arrangements, in the case both of the Association mills and of the outside mills, after 30-6-33 when the current settlement is due to expire. The negotiations have recently resulted in an agreement being reached between the Committee and the outside mills, the essential features of which are the continuance, up to 30-6-33, of the existing working arrangements, provision being made for the release subsequent to that date of the present percentage of sealed looms by prescribed stages and subject to certain conditions, one of which embodies the principle that any increase in production on the part of the Association mills will be accompanied by a proportionate increase on the part of the outside mills.

In his speech at the annual meeting Mr. Sime, referring to the efforts so far made by the Association to regulate hours of work, declared " There will be no peace, no security in the jute mill industry until the Government prevents any expansion of production by an emergency measure limiting the working hours of productive machinery to 54 hours weekly for five years or until such time as all the looms now sealed are working 54 hours weekly".

Jute Statistics. \* Dealing with the statistical position of jute trade, Mr. Sime said:

"The statistical position of the trade is absolutely sound, better possibly than that of any other industry in the world, but statistics, however favourable, do not affect the present situation. The 'bearish' atmosphere which surrounds all markets cannot be dispelled by any statistical records, no matter how favourable they are, for any unfavourable rumour, political or otherwise, depresses prices. We produced during 1931 approximately 1070 million ~~xxx~~ yards and shipped 1160 million yards of hessian goods. These figures were arrived at by adding the reduction in stocks of 90 millions to the production figures, and included 45 millions as the estimated production of the outside mills. The Hessian production for 1932 was nearly 1068.2 million yards inclusive of 41 million yards, the estimated production of the outside mills up to June 1932. The total shipments for the past year were 111.5 million yards. This ~~x~~ figure was also arrived at by adding the difference in stock of 47.5 million yards to the estimated production of 1068.2 million yards"

"We produce at present about 90 million yards monthly. When our looms are all unsealed, and working 40 hours weekly we shall make 120 million yards monthly, and when all looms are working 54 hours weekly our production will be 160 million yards monthly or over 1900 million yards yearly, - a demand which has, I am sure, never entered the dreams of the most confirmed optimist of improvement in the world's trade. This large idle productive factor is the grave menace in front of us and is one which, if not handled by Government with vision and determination, will ultimately bring the jute trade to the same hopeless and insolvent plight as the tea and rubber industries are now in.

Revision of the Indian Factory Act:

Views of the Bengal Chamber of Commerce. ✓

A summary of the Draft Factories Bill ~~is~~ framed by the Government of India was given at pages 11-15 of ~~our~~ <sup>the</sup> June 1932 report of this Office. It will be remembered that the Draft Bill has been circulated among the leading industrial and commercial bodies in the country for eliciting their views on the Government's proposals. The Committee of the Bengal Chamber of Commerce, have recently forwarded to the Government copies of letters received by the chamber from its affiliated commercial bodies expressing their views on the Draft Bill. In doing so, the Committee of the Chamber have, in their covering letter, drawn the attention of the Government to some outstanding points. One of these, was referred

to by several of the Associations and involves a complaint, a criticism and a proposal — the complaint being with regard to the obscurity and complexity of the law: the criticism that insufficient attention is paid to the circumstances and requirements of individual industries; and the proposal that this position should be remedied by means of a complete revision of the Act in such a manner that each industry — or at any rate those industries of major importance — will receive special consideration, and that the law applying to it will be framed to suit its requirements on the analogy of the British Factory Acts. The Committee have associated themselves with the complaint and the criticism, and likewise with the proposal. The following is a summary of relevant points in the Committee's letter to the Government:-

Seasonal & Perennial Factories. - The Chamber has brought to the notice of the Government that the Indian Tea Association has complained that the demarkation of seasonal and perennial factories, according to sections 2 & 3 of the Bill, is unsatisfactory from the tea industry's point of view since there is a possibility of a tea garden factory being declared perennial, while the nature of the work carried on in the factory there is strictly seasonal.

Control over Overlapping Shifts. \* Clause 42 of the Bill provides that, where the Local Government so directs and subject to such conditions as may be prescribed, work shall not be carried on by a system of shifts so arranged that more than one shift of persons employed in work of the same kind is at work in the factory at the same time. The effect of this provision where it is applied, as it is pointed out, will be to render illegal the multiple shift system, which — as the Labour Commission predicted — has already eliminated itself so far as the Bengal Jute Mill Industry is concerned. The double shift system of working will, it is remarked, still be permissible, however, and in this connection the Indian Jute Mills Association raised a point of some importance. They have stated in their letter to the Chamber that the greater control aimed at could not be effective so long as 'end-on' shifts were allowed, explaining that "unless machinery is stopped between shifts and the mill cleared, it will always be possible for a worker employed in the first shift to continue at work throughout the whole or part of the succeeding shift". The Indian Jute Mills Association has expressed doubt as to whether it would be easier for the Factory Inspection Department successfully to supervise double shifts — which would work far into the night — than to supervise multiple shifts working a comparatively short day; they pointed out that the same difficulties which arise in connection with the supervision of the multiple shift system would, on the basis contemplated in the Bill,

continue to exist in the supervision of the double shift system of working. It is, however, not only from this angle that the Chamber views the elimination of the multiple shift and the retention of the double shift systems. A more serious result of the control of overlapping shifts which clause 42 of the Bill seeks to impose, is that a combination of industrial interests such as the Indian Jute Mills Association will, in effect, be debarred from any extension of working hours beyond the limits prescribed by the Bill; for to employ two separate shifts in order to achieve the few extra hours per week over the fifty-four allowed, which the requirements of the Trade may some day demand, would not be a practical or economical proposition. It seems to the Chamber that this aspect of the case has not received the consideration which it merits.

Registration of Contract Labour. - The Chamber Committee have been struck by the fact that, since the enactment of the Act, neither the administrators of it nor the interests by whom contract labour is employed have succeeded in devising practicable and suitable ways and means for the registration of such labour. And it would seem that this failure is due solely to the provisions of the Act. The Bill does little or nothing to overcome these difficulties, and the Committee would bring to attention the contentions of the Indian Engineering Association and the Calcutta Hydraulic Press Association in this connection, which seem to establish a case for special study being devoted to a problem, the complexities of which have created "an absolute impasse to the successful working of the Act". It seems to the Committee that much good would result from a conference on the lines suggested by the Indian Engineering Association, a suggestion which has their support.

Position of Ship-repairing Firms. - The Committee of the Chamber have pointed out the necessity of affording special treatment to certain industries and the circumstances surrounding work in a ship-repairing firm to justify the plea for such special treatment.

Reduction in Minimum Wages in Ceylon. ✓

At pages 42-43 of the report of this Office for December 1932, reference was made to the new reduced scale of minimum wages for Indian estate labourers in Ceylon recommended by the Board of Indian Immigrant Labour. The Executive Committee of Labour, Industry and Commerce, Ceylon, at a meeting held on 22-12-1932, rejected the Board's scheme and decided to recommend<sup>6</sup> the Governor the adoption of the following minimum wages.

Low Country: Man, 37 cents; woman, 30 cents; and child 22 cents

per day. Mid-Country: Man, 39 cents; woman, 32 cents; and child, 23 cents per day. Up-Country: Man, 44 cents; woman, 35 cents; and child, 26 cents per day. The Committee further recommended an all-round reduction of two cents per man, woman and child on the above wages in respect of 171 estates which were reported upon by the Controller of Labour as being in great distress at the present moment. The Committee also stipulated, that while the above scheme of wages are in operation, the price of rice supplied to estate labourers should not exceed the present level of Rs.4-8-0 a bushel. If, however, the price in the open market rises owing to circumstances, which cannot now be foreseen and the labourer has to be charged a higher price, then minimum wages are thereupon to be revised.

M. & S.M. Railway Strike;Direct Action Abandoned for Legal Action. ✓

Reference was made at pages 45-47 of our December 1932 report to the calling off of the M. and S.M. Railway strike which began on 21-10-32 and to the circumstances which brought it about later a resumption of the strike. The Citizens' Committee which was instrumental in bringing about the agreement which temporarily ended the strike towards the close of December again made efforts to bring about a rapprochement between the administration and the railway Union.

From 2 to 6-1-1933 the negotiations proceeded but the Administration refused to reinstate the 63 workers of Arkonam and 30 workers of Hubli whose discharge was the cause for the resumption of the strike. The Citizens' Committee, however, persuaded the Agent to employ the 63 discharged strikers of Arkonam, but the workers refused to resume work unless the 30 workers of Hubli also were employed, which the Agent refused to do. The Citizens' Committee issued a statement on 6-1-1933 on their efforts to bring about a settlement, in which it was stated that the ~~charge~~ discharges at Arkonam and Hubli were unavoidable and that they were not cases of victimisation. It was claimed that the discharges at Hubli were verbally stipulated at the time when the agreement was brought about, but that the present impasse was due to a genuine misunderstanding between the Citizens' Committee and the Union regarding these discharges.

The Central Council of the M. & S.M. Railway Employees' Union met on 7-1-1933 to consider the situation and resolved to stand by the terms of the settlement arrived at on 23-12-1932 through the intervention of the Citizens' Committee. The Council, however, decided to terminate direct action in favour of legal action and advised the members of the Union to resume work from 9-1-1933 and authorised the President and Secretary of the Union to take such legal steps as might be necessary to ensure the

reinstatement of the discharged workers. The request of the Union to the Government of India to appoint a Conciliation Board or a Committee of Enquiry to decide the issue has not been granted till the <sup>first</sup> 1st week of ~~JAN~~ February 1933.

Annual Meeting of Associated Chambers of Commerce - Calcutta-1933. ✓

The annual meeting of the Associated Chambers of Commerce of India was held in the Royal Exchange Hall at Calcutta on 9th & 10th January 1933. Sir E.C. Benthall, President of the Associated Chambers of Commerce of India, in his speech inviting Sir John Anderson, the Governor of Bengal, to open the proceedings, dealt with several subjects of economic, commercial and political importance, the more important of them being the Ottawa Agreement, commercial discrimination, constitutional reforms, law and order, and the financial credit of India. The following is a brief summary of the speech:

The Ottawa Pact. - In Sir E.C. Benthall's opinion the Legislative Assembly had taken a perfectly correct view when they had held that it was impossible to assess the advantages of the agreement until a certain measure of time had passed. Although the financial and economic results of the agreement might take some time to make themselves clear, the moral results, he thought, would be immediate as the agreement had linked closely the destinies of India and Great Britain at a time when the whole world was under centrifugal strain.

Constitutional Reforms. - He reserved his opinion on the achievements of the last Round Table Conference until the White Paper was published. He, however, thought that the session had been a triumph for reason, and both the Indian delegation and His Majesty's Government deserved the highest encomiums for the tact, ability and sincerity displayed throughout the proceedings. Referring to the part played by the Chamber in regard to constitutional reforms, he said that they had never opposed reasonable reform, but had always pointed out practical difficulties.

Commercial Discrimination. - On the question of commercial discrimination, he said that the question has been engaging the attention of commercial interests a good deal. Although no finality had been reached, he felt confident that His Majesty's Government and the Government of India were out to see justice done, and he was personally equally confident that large masses of Indian opinion were also against unfair discrimination. He deplored the efforts of certain political and commercial groups in India who were anxious to perpetuate commercial discrimination and were thus anxious to achieve by legislation what they cannot secure by fair trade, and declared that the Associated Chambers will put up a stout fight against such methods.

Reserve Bank & Financial Credit. - The Associated Chambers of Commerce were in favour of the early establishment of a Reserve Bank, but being practical men, they appreciated the difficulty of

accumulating the necessary reserves at the present moment. He did not consider that there was a possibility of the scheme falling to the ground for political reasons, but he thought there was a grave danger of setting up a Reserve Bank merely as a piece of administrative machinery with inadequate reserves. He declared that they would study the problem connected with the Reserve Bank with a view to overcoming the difficulties with the minimum delay.

Unemployment. - Referring to the wide-spread unemployment among Anglo-Indians and Domiciled Europeans, he said that the need for finding work for them was an insistent one and that practical action in this direction should be taken immediately.

The following is a summary of the speech delivered by the Governor of Bengal.

Review of Economic Conditions. - Sir John Anderson said that he fully realised the gravity of the economic problems with which they were confronted, accentuated as they were by political uncertainty, not only in India, but throughout the world. He referred to the striking improvement in the political situation and the restoration in a substantial degree of normal internal trading conditions after a period of organised interference, dictated at least as much by political as by economic aims. The Governor thought that cheap money, which was now available in plenty, would, when confidence was restored, play an important part in promoting commercial and industrial development.

Commerce and Politics. - Dealing with constitutional reform, he declared that it should rightly occupy a large place in the minds of the commercial community, and the old theory that the less commerce and politics were mixed up, the better, had to be substantially modified. As the modern state functioned, Government necessarily impinged more and more on the interests of trade. Those who represented trade and industry should, therefore, have a definite role to play in the sphere of Government. It was of direct concern to them to see that the new Constitution contained adequate provisions in regard to equality of treatment of commercial interests and ensured maintenance of international credit, on which the interests of Government as well as of the commercial community and the people ultimately depended.

Relief of Unemployment. - Referring to unemployment conditions, he said that unemployment, not only among European and Anglo-Indians but among the Indian middle classes as well, particularly in Bengal, was a legacy left by the present educational system which has partly ~~mitix~~ outlived its usefulness. In this connection, he referred to the suggestion made by the Bengal Chamber of Commerce, namely, the early establishment of a standing consultative body to be entrusted in the first instance with making a general survey of the position in the province with a view to fixing some broad basis for future policy, and said that he was not in a position to express any final opinion upon the matter, but it seemed pretty clear to him that if action must be taken — and he was impressed by the case for early action — it must be, if only for practical reasons, on lines suggested by the Chamber, with the qualification that any committee set up, while it must be composed of persons chosen primarily on account of their

special knowledge and experience, must also be in a broad sense representative.

The following are some of the more important resolutions passed at the General Meeting:-

Depreciated Currency Legislation. - This Association is of opinion that legislation should be initiated without any delay empowering the Government of India to take prompt executive action, as and when necessary, subject to subsequent ratification by the legislature, to protect indigenous industries against imports of goods from foreign countries which by reason of depreciated exchanges, bounties, subsidies or other artificial circumstances, may be sold in India at prices which will be detrimental to an indigenous industry.

The Future of Indian Railways. - This Association records its opinion that a Statutory Railway authority should be provided for in the new constitution in terms which specify its machinery and powers and, while leaving the control of policy with the legislature, clearly limit the right of intervention of the latter in the detailed administration of the railways.

The Association also recommends to the Government of India that the establishment of a railway authority of such a nature be taken in hand with the least possible delay and that, if necessary, a Commission should be appointed at a very early date for the purpose of examining the factors regulating the control and administration of the railways and making proposals for the future, with particular reference to the conditions which should govern them under the new constitution to the best advantage of the public; the Association further recommends that any such Commission that may be appointed should be small in numbers, should be largely recruited in India, and should include representation of the commercial community and the general public.

Railway Expenditure. - This Association, whilst recognising the efforts which have recently been made by the Government of India to provide for railway maintenance and repair, desires to urge the importance of avoiding any delay in undertaking such further programmes as will ensure that the railways will be in a position efficiently to handle the increased traffic when a revival of trade occurs. In making this recommendation, the Association particularly has in mind the fact that contracts can now be placed on exceptionally favourable terms.

Railway or State Collieries. - This Association strongly urges the Government of India not to sanction any expenditure in connection with the opening up and development of further Railway or State collieries in view of the fact that ample coal at reasonable rates is available from privately owned collieries now in existence or being developed.

The Burden of Taxation. - This Association draws the attention of the Government of India to the heavy burden of taxation now borne by commerce and industry in this country, and records its opinion that any improvement in the financial situation should be reflected in the first place by an alleviation of this burden.

Federation of Employers Associations. - This Association welcomes the steps that have been taken to constitute a Federation of Employers Associations in India, and desires to give the movement their cordial support.

Workers' Organisations.

Bengal Trade Unions and Representation in Legislative Council. ✓

A Conference of representatives of some of the Bengal Trade Unions was held on 25-12-1932 at Calcutta with Mr. K.C. Roy Choudhry, M.L.C. as chairman to urge the Government to give better representation to labour interests in the Bengal Legislative Council. On the motion of Mr. Aftab Ali a resolution was unanimously passed by the conference urging the Franchise Committee to recognise Registered Trade Unions in different industries as special electorates, as recommended by the Whitley Labour Commission, on the same grounds as Employers' Associations are accepted as special electorates, and requesting that the eight seats awarded by the Premier, be allocated to the Registered Trade Unions, representing workers as follow:- Textiles Industries - 2 seats; Land Transport, including Railways; etc. — 1 seat; Water transport, including seamen, Docks, etc. — 1 seat; Typographical and Paper Mill — 1 seat; Tea industries — 1 seat; Coal — 1 seat and General — 1 seat.

Working of the Indian Trade Unions Act, 1926,  
in C. P. 1931-32.\* ✓

The following information regarding the working of the Trade Unions Act in the Central Provinces during the year 1931-32 is taken from the Annual Report on the Working of the Indian Trade Unions Act, 1926, in that province for the year ending March 1932.

Registered Unions. - Four new trade unions were registered during the year under review and one union, viz, the Model Labour Union, Nagpur, was removed from the register as it ceased to exist. The total number of registered unions was 10, of which the Textile Labour Union, Central Provinces and Berar, Nagpur, existed only in name, thus bringing the total number of unions actually functioned<sup>ing</sup> in the province during the year to 9.

Membership and Funds. - The total membership of all the unions ~~after~~ at the end of the year under report stood at 6,853 (as against 4,331 in the previous year), of which 6,005 were males and 848 females.

No political fund was maintained during the year. The closing balance of the general fund of all the trade unions at the end of the year under review stood at Rs.1,883-7-5.

Appeals. - During the year under report no appeals were filed by the unions against the decision of the Registrar and hence no order was passed by the Judicial Commissioner in second appeal.

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\* Annual Report on the working of the Indian Trade Unions Act, 1926, for the year ending the 31st March 1932 - Nagpur: Government Printing, C. P. 1932 - pp. 5 - Price 0-7-0.

The 16th Indian Economic Conference, Delhi, 1933. ✓

The 16th session of the Indian Economic Conference was held at Delhi from 2 to 5-1-1933 under the presidentship of Dr. Radhakamal Mukerjee. The opening session was attended among others, by Sir Fazl-i-Hussain, Sir George Schuster, Sir Joseph Bhole and Sir Frank Noyce, Members of the Viceroy's Executive Council.

Sir Fazl-i-Hussain, Member in Charge of Education, Health and Lands with the Government of India, in the course of his speech opening the proceedings of the Conference, made a survey of world economic conditions and referred, in particular, to the prevailing economic depression. Referring to India, he said that India's economic problem, in the main, consisted in the ensurance of profitable and stable markets for her raw produce and, in order to find employment for her increasing population, the maintenance of a healthy balance between agriculture and industry. In order to study in detail the agricultural and economic problems which are special to India, and to give such study coordination and continuity, Sir Fazl-i-Hussain suggested the formation of what he called an Economic General Staff for India. He emphasised the insistent need for concerted action being taken by governments — central and local —, Chambers of Commerce and individual economists, for exploring India's economic needs and formulating plans for the economic development of the country.

The following is a short summary of Dr. Radhakamal Mukerjee's presidential address:

Dr. Mukerjee said that the conflicting interests of the different zones, sections and groups of producers, must be brought into some kind of balance in the economic structure of the nation, especially in a democratic Federal State like the India of the future. Federalism, he declared, as a political experiment, was bound to fail in the absence of economic inter-penetration and the right balancing

of the interests of the different regions and sections. Dr. Mukerjee pleaded for a far-sighted and forward agricultural policy, based on the co-operation of ecological, agricultural and economic research in the wheat zones, rice zones and cotton zones of the country, each of which had its own special problems relating to developmental organisation and industrial orientation.

Dr. Mukerjee expressed the opinion that the maximum utilization of the world's material and human resources was only possible through international co-operation. International co-operation had to be sought in a larger use of silver along with gold, as supplementary currency, in the stimulation of demand through schemes of employment and in the abolition of tariff barriers to which the most important countries of the world must agree. The advantages accruing from preferential tariffs were of minor importance in the present situation as compared with those which might be derived from a higher price level. Dr. Mukerjee expressed the opinion that the forthcoming World Economic Conference should make efforts to bring about such international economic co-operation.

Another problem, which demanded international agreement, according to him, was the question of Oriental Emigration. There was a grave maladjustment of population, crowded on only one-tenth of its land surfaces within the British Empire. The question of an "opendoor" for Indian emigrants in the undeveloped parts of British Africa, Canada and Australia was still taboo. An international code of emigration, establishing equality of opportunities, should sooner or later, he said, be formulated, on the lines of method and procedure adopted by the International Labour Conference.

After the presidential address, the reading of papers on special subjects began. Sir George Schuster, Finance Member with the Government of India, opened the discussion on the subject "The Economic Depression as it affected India", on which a ~~most instructive~~ paper was read at the Conference. The following were the salient features of his speech:

The situation in India, according to Sir George Schuster, was not as bad as it looked. The effects of the depression varied in intensity in different parts of India and, therefore, the future was not all "one flat unrelieved gloom". "In the first place", he said "there is the great improvement in the credit of India and in the Government's own financial position, which has come about since 1931. Indian securities have appreciated enormously, especially sterling securities". Another sign of improvement for India has been the great fall in the value of her floating debt. As regards the general budgetary position, the Finance Member emphasised that, under pressure of the economic crisis, they had been able to achieve most important economies in public expenditure, which, he said was "a

blessing in disguise for the new Constitution which will be launched with its expenditure machinery thoroughly overhauled."

Sir George Schuster, next dealt with the sufferings of the people as a result of high taxation and the present serious drop in their purchasing power. He was of opinion that though conditions were bad there were many mitigating factors. The country, he said, was still apparently able to import a fair volume of merchandise and the value of the total retained imports for the eight months of the past year to the end of November were higher by Rs.80 millions than the figure for the previous year. Sir George next directed attention to some other aspects of comparative brightness in the prevailing gloom. He claimed that the Government's plans for dealing with the financial crisis had secured considerable benefits to India. The Ottawa debates had shown that there had been in the last two years, considerable development in minor Indian industries as an indirect result of the revenue tariffs. This was of great importance, though for lack of statistics as to internal trade and production, it was impossible to assess such development in exact terms. Side by side with this, two major Indian industries have been advancing very rapidly, namely, the textile and sugar industries. Sir George Schuster referred to another bright spot, namely, that there has been since 1930-31 a remarkable improvement in the net receipts from Post Office cash certificates. The figures showed that at least some part of the proceeds from the sale of gold was being converted into other forms of investment even by the smallest class of investor.

Having thus indicated grounds for optimism about the industrial situation, he also pointed out that, even admitting the prevalence of some depression throughout the country, especially among the agricultural classes, it was important to recognize that there were distinctions in the degree of severity of the depression felt in the various provinces of India. In conclusion Sir George Schuster suggested that Indian economists should organise, preferably through the various universities, an economic survey of India as a whole. He said that the survey should include an accurate estimate of the national income and an analysis of the main headings of economic activity, showing the relative importance of each in its total contribution to the national income and its productivity per head.

The principal subjects discussed at the Conference were (1) Economic Depression as it affects India, (2) Post-war Monetary Problems, (3) Federal Finance, and (4) the Ottawa Agreement. Several papers dealing with the above <sup>and other</sup> subjects were read at the conference.

The conference came to a close on 5-1-1933.

Protection for Indian Silk Industry;

Question referred to Tariff Board. ✓

It has been represented to the Government of India that notwithstanding the existing high revenue duty on imported raw silk, the recent increase in imports of that commodity into India from foreign countries constitutes a grave menace to the existence of the indigenous sericultural industry. It has, therefore, been decided that the claims of the industry to protection should be the subject of an inquiry by the Tariff Board. The Board has been directed by the Government of India to examine the following questions and to make recommendations:-

(a) "whether, having regard to the nature and extent of the competition of raw silk from foreign countries, the claim of the sericultural industry to protection has been established; and (b) if the claim is found to be established, in what form protection should be given and to what extent."

Indian Tea Statistics for 1931. ✓

The Director General of Commercial Intelligence with the Government of India has recently released for publication his report on the annual Indian Tea Statistics for 1931 from which the following figures regarding Indian tea trade in 1931 <sup>are</sup> taken. According to the report, the net increase in the production of tea in 1931, as compared with the preceding year, amounted to three million pounds. Production increased by one million pounds in Madras, but decreased by eight million pounds in Bengal.

Area under Cultivation. - The total area under tea cultivation in 1931 was 807,400 acres, as compared with 803,200 acres in the preceding year. The area abandoned in the year was 11,000 acres, while the new extensions (including replanting in areas abandoned in previous years) amounted to 15,200 acres. Thus there was a net increase of 4,200 acres under tea during the year. 77 per cent of the total area under tea in India lies in Assam and in the two contiguous districts of Northern Bengal. The elevated region over the Malabar coast in Southern India contains eighteen per cent of the total. The number of plantations

was 4,840, in 1931 as against 4,743 in the preceding year. The industry employed 877,491 workers in 1931.

Statistics of Tea Production. - The total production of both black and green tea in 1931 is reported to have been 394,083,000 pounds (of which black tea represents 390,687,000 pounds). The highest production in the year was in Lakhimpur (Assam), namely, 764 pounds per acre, and the lowest in Garhwal (United Provinces) namely 23 pounds. The average production in the whole of India was 538 pounds per acre plucked, as against 543 pounds in the previous year. In spite of the abandonment of the general restriction scheme, which was announced at the beginning of the year under review, a late start in plucking and adverse climatic conditions helped to keep the outturn in check during the first half of the season. During the later months of the season, however, unprecedented heavy rains following a warm period caused enormous flushes particularly in Assam and production increased rapidly. As cold weather came late, productions made further headway and the total production of the season showed a slight increase as compared with the outturn in 1930. The general standard of quality of the tea produced was regarded as below average. The total quantity of green tea reported to have been manufactured in the year was 3,396,300, as compared with 5,228,700 pounds in 1930.

Export Statistics. - The total exports by sea declined by fifteen million pounds or four per cent as compared with 1930-31. The decrease was chiefly due to the fall in the exports to the United Kingdom, Russia, Georgia, Ceylon, China, Egypt, the Anglo-Egyptian Sudan, Iraq, Persia and the United States of America. An increase, on the other hand, occurred in the shipments to Canada, Arabia, Aden and Dependencies and the Bahrein Islands. Exports to the United Kingdom, the largest purchaser of Indian tea, decreased by seven million pounds to 292 million pounds in 1931-32 and those to other European countries also decreased by 3,279,000 pounds to 6,015,000 pounds due mainly to smaller shipments to Russia and Georgia. It may be interesting to note here that the total exports by sea, increased from 289 million pounds in 1913-14 to 378 million pounds in 1919-20, the highest on record. In 1929-30, the exports very nearly reached the record figure of 1919-20 and amounted to 377 million pounds but in 1930-31 the shipments declined and amounted to 357 million pounds. The export figures showed a further fall in the year under review, the shipments amounting to 342 million pounds only.

Tea Restriction: Details of Provisional Scheme. ✓

Efforts were being made, since some time past, by the principal tea producing countries of the world to evolve a scheme to restrict the output of tea in view of the great slump in the trade experienced by them since the world economic depression set in. The Associations which participated in the negotiations for restriction were the Indian Tea

Association (London), the Ceylon Association in London, the South Indian Association, the British Chamber of Commerce for the Netherlands East Indies and the Amsterdam and Java Tea Association. ~~That~~ It is now understood that the British, Indian and Dutch interests have reached an agreement on a scheme which was recently drawn up in London for the restriction of exports of tea. The following are the salient features of the scheme.

The chief features of this scheme are the restriction of exports from the producing countries, such regulation of exports to be undertaken by the respective Governments, while the standard upon which regulation is based is the maximum exports attained from India, Ceylon and the Dutch East Indies in any of the three years 1929, 1930 or 1931, reduced by 15 per cent. India's highest exports were during the 1929-30 season, when they reached the total of 382,594,779 lbs. The highest exports of Ceylon were in 1929, 251,522,617 lbs. and for Java and Sumatra in 1931 when exports were 145,028,631 lbs. and 26,533,397 lbs., respectively. Under the scheme of restriction, India's exports will, therefore, be reduced from 382,000,000 lbs. to 325,000,000 lbs., Ceylon exports from 251,000,000 lbs., to 213,000,000 lbs., Java exports from 145,000,000 lbs. and Sumatra from 26,000,000 lbs. to 22,000,000 lbs.

The agreement is to last for five years. Existing tea areas are not to be extended except in special cases when the existence of an estate would otherwise be imperilled, while in no circumstances are extensions and new planting to exceed one-half of one per cent of the present total planted tea area. Nor is production for local consumption affected.

The proposals have been accepted by the committees of the Indian Tea Association, London, the South Indian Association, London, and the Ceylon Association, London, provided sufficient support is obtained of all the producers in India, Ceylon, the Netherlands and the East Indies, whose views are now sought. It is understood that the scheme is keenly supported by the Netherlands and the East Indies, where 91 per cent of the interests in the total production has expressed agreement.

Indian Output for 1932. - It is estimated that world production of tea is now about 20 per cent ahead of world consumption. The Northern Indian crop in 1932 stood at 366,250,000 lbs., and was 21,000,000 lbs. up on the 1931 figures. South India production for 1932 totalled 61,000,000 lbs. also a substantial increase on the figures for the previous year. It may be pointed out that the figures for Northern India production in 1932 come very near to the record output of 1929 of a little over 370,000,000 lbs, while all the time the market was dropping. Nor are there any signs during the current month of a halt to this glut in production. During 1932-33 (till the 2nd week of January 1933), there have been sold by public auction 891,870 chests at an average price per lb. of 5 annas 2 pies. In 1931-1932, during the corresponding period, there were sold 838,490 chests at 6 annas 7 pies per lb. and in 1930-31, 771,523 chests, at an average price of 9 annas 7 pies per lb. That is, in two years sales have risen by 120,000 chests, but the average price per pound has fallen by almost  $4\frac{1}{2}$  annas.

Act

The Central Provinces Debt Conciliation Bill, 1932.

A Bill was introduced in the Central Provinces Legislative Council on 26-8-1932 called the Central Provinces Debt Conciliation Bill to make provision for the settling up of Debt Conciliation Boards to relieve agriculturists from indebtedness by amicable settlement between them and their creditors. The Bill was referred to a Select Committee on 28-6-32 and the Legislative Council passed the Bill on 26-1-1933. The following are the salient features of the Act.

Debt Conciliation Board and its Powers.- Provision is made in the Bill for the establishment of a Debt Conciliation Board by the Local Government for any district or part of a district, which is to consist of a chairman, and two or more members not exceeding five, including the Chairman, for a term of three years. The Bill lays down detailed rules for the working of the Board, and care has been taken to safeguard the interests of agriculturists who are heavily in debt. A debtor or any one of his creditors may apply in the form prescribed in the Civil Procedure Code to the Board appointed for the area in which any holding, land or village of the debtor or any part thereof is situated, to effect a settlement between the debtor and the creditors. If, after going through the application, the Board thinks it desirable to attempt to effect a settlement, it should call upon the creditors to submit a statement of debts including full particulars and document supporting the debt. After the settlement is reached, it will be forthwith reduced to writing in the form of an agreement recording the amount to be paid and the manner in which it is to be paid, which shall be registered within fourteen days when it will be binding as a court-decree. If the debtor fails to pay in accordance with the agreement, it shall be recoverable as an arrear of land revenue on the application of the creditor made within ninety days from the date of default; and if the Deputy Commissioner fails to

to recover the same, he shall certify it to be irrecoverable and the agreement shall cease to subsist.

Provisions re Recalcitrant Creditors.- Provision has also been made to meet recalcitrant creditors who do not want to come under the Board. In such cases, the Board will grant certificates to the applicant -debtor and in the event of a suit filed by the creditor for the realisation of his dues, if the debtor produces the certificate, the creditor shall not be eligible for any costs and simple interest more than six per cent per annum <sup>from</sup> ~~for~~ the date of the certificate.

Provisions to Avoid Multiplicity of Legal Proceedings.- To avoid multiplicity of legal proceedings, the Bill provides that so long as any matter lies before the Board, no ~~any~~ civil court is authorised to entertain any application on the same matter. To avoid unnecessary expenses, lawyer's services before the Board have been dispensed with and parties may either appear themselves or may appear through agents.

Progress of Joint Stock Companies in India, 1929-30.\* ✓

The following information about the working of Joint Stock Companies in British India and the Indian States of Hyderabad, Mysore, Gwalior, Baroda, Indore and Travancore, during the year 1929-30 is taken from a Report on the subject recently published by the Department of Commercial Intelligence and Statistics of the Government of India:-

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\*Department of Commercial Intelligence and Statistics, India. - Joint Stock Companies in British India and in the Indian States of Hyderabad, Mysore, Baroda, Gwalior, Indore and Travancore, 1929-30 - Published by order of the Governor-General in Council - Calcutta; Government of India Central Publication Branch, 1932. Price Rs. 4-12 or 8s. No.2387 (Sixteenth Issue). pp. xi + 161.

Employment and Unemployment.Relief to the U.P. Unemployed: Committee to Investigate Possibilities. ✓

According to a communique recently issued by the Government of the United Provinces, the Government have had under contemplation for some time a proposal to settle some of the unemployed educated young men on land in order to meet the problem of unemployment affecting that class of people as far as possible. With a view to ascertain the feasibility of such a proposal, they have now appointed a committee of 9 members with the Minister for Agriculture as president, to make a preliminary investigation and put up suitable practical schemes which may be tried experimentally.

According to the communique, the Government have under contemplation two distinct methods for settling young men on land. One is to plant colonies of, say 15 to 20 educated young men, in fairly large areas which are culturable, but have for some reason or other not been brought under cultivation. <sup>Settlement plots</sup> These are, however, not easily ~~to~~ available. The alternative suggestion is to settle educated young men in batches of, say two or three, on small plots of land wherever they are available or can be made available. It is stated that there are several difficulties about both these alternatives and that they will have to be carefully examined by the committee.

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Social Insurance.

State Insurance Scheme:

Action by Travancore Government.

The Government of Travancore State have introduced a State Life Insurance Scheme for the benefit of the general public of the State. The scheme is to come into force from 13-4-1933 and the Financial Secretary has been directed to arrange for the work being started immediately. This scheme will be kept separate from life insurance scheme for Travancore Government officials which is already in operation. Those persons who are natives of Travancore or are permanent residents of the State will be eligible for insurance under the new scheme.

The Government, in sanctioning the scheme, point out that the question of starting a State insurance scheme was referred to the Economic Development Board of the State ten years ago and that the Board unanimously gave their opinion in favour of introducing the scheme. Though in 1925, the scheme took a practical shape, it was not possible, for some reason, to introduce it at that time.

The Government express the opinion that the scheme will be of immense service to all classes of people and rules have been framed to suit the convenience of all, enabling even ordinary people & of artisan and other working classes to take out policies of Rs. 100 and multiples thereof.

Fuller information regarding the scheme will be given in a later report.

Public Health.Vital Statistics for India for 1930\*.

The following details regarding the vital statistics for British India for 1930 are taken from the Annual Report of the Public Health Commissioner with the Government of India for 1930 which has recently been published by the Government of India.

The chief facts relating to the public health of British India, for the year 1930 may be summed up as follows:- (1) The birth rate for the year was 35.99 per mille, as compared with 35.47 in 1929, and 35.19 for the previous quinquennium. (2) The death rate was 26.85 per mille for 1930, as compared with 25.95 for 1929, and 25.58 for the previous quinquennium. (3) The infantile mortality rate, i.e., the death rate of infants under one year of age per 1,000 live-births, was 180.83. The rate for 1929 was 178.39 and that for the previous quinquennium 176.34.

These figures can perhaps be best appreciated by consulting the following table where the rates for British India are compared with those of certain other countries:

Country.	Birth rate per mille.	Death rate per mille.	Infantile death rate per 1,000 births (of infants under one year).	Remarks
British India.	35.99	26.85	181	
England and Wales.	16.80	11.70	60	
Australia.	19.90	8.60	47	
New Zealand.	18.80	8.60	34	
Canada.	24.50	11.00	89	
Union of South Africa (White).	26.40	9.70	67	
Federated Malay States.	36.50	24.10	163	
Palestine.	52.88	23.14	154	
United States of America.	18.90	11.30	64	
Japan.	32.40	18.20	124	

\* Annual Report of the Public Health Commissioner with the Government of India for 1930, Volume I with Appendices. Calcutta; Government of India Central Publication Branch 1932. Price Rs. 4-6 or 7s.3d. pp. x +546.

Births.- (British India): Live-births registered during 1930 numbered 8,690,714 (4,510,249 males and 4,180,465 females) or 125,373 more than the figure for 1929. The birth-rate was 35.99 per mille against 35.47 in 1929 and 35.19 the quinquennial mean. The birth-rate of males was 18.68 and that of females 17.31 per mille as compared with 18.4 and 17.6 in 1929.

The highest birth rate was, as in last year, recorded in Delhi Province, viz., 49.25 per mille (47.89 in 1929 and 43.86 the quinquennial average) and the lowest in Coorg, viz., 23.54 per mille against 22.12 in 1929 and 20.17 the ~~qu~~ quinquennial mean). The most noticeable increases were recorded in Central Provinces (+3.78), United Provinces (+2.98), Burma (+2.44), Madras (+1.9), Coorg (+1.42) and Delhi (+1.36). The largest decrease was recorded in the North-West Frontier Province, viz., -5.2 and other decreases were Bengal (-2.7), Assam (-1.42) and Punjab (-1.2).

Birth rates exceeded death rates in every province except Coorg, where the latter was in excess by 1.73 per mille. The largest increase occurred in Delhi Province (+16.06), Madras Presidency (+14.31), Punjab (+13.64), United Provinces (+10.11), Central Provinces (+9.98) and Assam(+9.95). In Coorg, the persistent excess of deaths over births is presumably due to the fact that a large proportion of the population are plantation labourers who have emigrated there from the adjoining districts of Mysore State and the Madras Presidency, leaving their families at home. It is not, therefore, possible to gauge correctly the incidence of births and deaths in this province).

Deaths.- (British India): Deaths registered during 1930 numbered 6,483,449 (males 3,375,929 and females 3,107,520), as compared with 6,297,391 (3,255,402 males, 3,041,989 females) in 1929. The figures for 1930 correspond to a rate of 26.85 per mille based on the census population of 1921, as compared with 25.95 in 1929. The rates varied between 37.76 per mille (the highest) in the Central Provinces and Berar to 20.82 (the lowest) in Burma. The other provinces recording increases as compared with the previous year were the Punjab (+.91), Bihar and Orissa (+2.70), the United Provinces (+2.94), Madras (+.25), Coorg (+1.53) and Assam (+.49) while Delhi recorded a decrease of 4.60, Bombay of 1.00, Ajmer-Merwara of 2.09, Bengal of 1.10, North-West Frontier Province of 1.82 and Burma of 1.24.

Infantile Mortality.- The question of infantile mortality in India has been a matter of considerable discussion especially during recent years, and various official and non-official organisations have been devoting more and more time, money and attention to the problem of reducing the terrible mortality which is ~~still~~ almost everywhere to be met with. In most provinces, indeed, considerable activity exists both in the training of health visitors and midwives and in the opening of centres for child welfare and maternity relief. So far, according to the report, these activities have been ~~practically~~ able to touch only the veriest fringe of the subject. It is remarked that the question constitutes a health problem of the utmost importance in connection with the future development and welfare of the peoples of this country. With this in view the report presents in graphic form the infantile mortality rates for British India as a whole and for each province separately over the period 1892-1930.

During 1930, 1,571,505 deaths, or more than 24% of the total mortality, occurred during the first year of life, against 1,528,026 or 24% in 1929. In England and Wales the corresponding figures for 1929 and 1930 were 9.0% and 8.5% respectively. The death-rate for British India per 1,000 live-births, viz., 180.83, has increased by 2.44 per mille as compared with 1929 and is thrice that for England and Wales, over five times as high as that for New Zealand, four times that for Australia, more than double the rate in Canada, and nearly three times as high as that for the Union of South Africa. Since the large fall recorded in 1927, when the rate was 166.93 an upward trend has again occurred. The enormous annual loss of infant life points to the urgent necessity for a wide augmentation of infant welfare organisations working all over the country.

The infantile mortality rate among males was 189.12 and among females 171.88 against 185.46 and 169.49, respectively, in 1929. Coorg recorded the highest rate with a figure of 255 per 1,000 live-births. In diminishing sequence, other figures are Central Provinces (241.82), Ajmer-Merwara (219.71), Burma (202.26), Delhi (190.31), Bengal (187.3), Bombay (187.14), Punjab (185.73, and Madras (185.7). The lowest rate continued to be recorded in Bihar and Orissa (137.8).

Industrial Health and Hygiene.- (1) Jharia Mines Board of Health: In the colliery population of 126,000, 1,586 births (12.6 per mille) and 1,314 deaths (10.4 per mille) were recorded against 1,554 (12.3 per mille) and 1,435 (11.5 per mille) in 1929. Influenza with 3,440 cases, small-pox with 381 and cholera with 118 were the chief causes of sickness and compare with 1,974, 451 and 208, respectively, in 1929. Influenza caused 57 deaths, cholera 42 and small-pox 21, as compared with 46, 79 and 6, respectively, in 1929. In the whole area comprising a population of 453,948, there were 192 deaths (0.4 per mille) from cholera and 73 (0.1 per mille) from small-pox.

(2) Asansol Mines Board of Health.- The following table summarises particulars of vital statistics in this settlement:

	<u>1929</u>	<u>1930</u>
Births	8,934 (28.0 p.m.)	8,032 (24.3 p.m.)
Infant deaths	1,296	1,038
Infant death rate per mille of births	145	129
Total deaths	7,896 (23.2 p.m.)	6,980 (21.1 p.m.)
Cholera (deaths)	518	207
Small-pox (deaths)	42	20
Fevers (deaths)	1,351	1,694
Dysentery and Diarrhoea (deaths)	190	264
Plague (deaths)	Nil	Nil
Influenza (deaths)	2	2
Respiratory diseases (deaths)	1,425	1,214
Other causes (deaths)	4,116	3,579

Whitley Commission Report.- The report remarks that close attention is being given by the Government of India regarding Whitley Commission's recommendations to improve public health. The Royal Commission has emphasised in their report that the necessity for (a) the formation of Ministries of Health in each province and in the Central Government,

(b) the passing of comprehensive Public Health Acts in all provinces and  
 (c) the creation of a central bureau or a division of industrial hygiene  
 in any development of the central health organisation of the future and  
 the strengthening of provincial Public Health Departments to enable them  
 to deal with industrial hygiene and industrial disease.

(The Vital Statistics for India for 1927 are summarised at pages  
 67-70 of the February 1930 report, those for 1928 at pages 76-80 of May  
 1931 report and those for 1929 at pages 41-43 of May 1932 report).

Health Conditions of Women Workers in Bengal Jute Mi

Mills, 1931-32; Dr. Balfour's Report.\*

Reference was made at page 24 of our December 1931 report and  
 at pages 59-61 of the July 1932 report to the appointment by the Indian  
 Jute Mills Association on 20-10-1931 of Dr. Margaret I. Balfour to  
 undertake a survey of the health conditions of women workers in jute mills  
 with a view to evolve a scheme for the establishment of health clinics  
 and creches in the mill areas. Dr. Balfour completed the survey of the  
 jute mills comprising the Association by the end of February 1932 and  
 submitted her report in March of the same year. The following is a  
 brief summary of the report:

General Conditions. - The number of workers employed at the  
 time of the survey was 40,556 (in 64 mills). A proportion are accommodated  
 in coolie lines owned by the mills where the housing and sanitary condi-  
 tions are superior to those in the outside bustees but the rooms are  
 lacking in cubic space and ventilation. Owing to restriction in output,  
 wages are less than formerly and the diet consequently is tending to

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\* Indian Jute Mills Association. Report of a Survey of Women Workers  
 in Jute Mills 1931-1932 by M.I. Balfour, C.B.E., M.B., F.C.O.G. -  
 Calcutta: Printed at the Star Printing Works, 30, Shibnarain Das Lane,  
 1932 - pp.30.

deteriorate. Social conditions militate against family life and this leads to the presence of a large excess of men in the lines. Women's work is not heavy, but the prolonged standing necessary in most departments is a strain in the later months of pregnancy.

Health and Medical Relief. - The mills, each one with its community of workers round about, are situated along the banks of the river Hooghly, most of them being far from Calcutta so that they depend for medical aid on local resources. Local hospitals are primitive. Each mill has a dispensary with a qualified medical man in charge, but these only cater for simple ailments, and when serious illness occurs the machinery tends to break down. The money spent on keeping up all these dispensaries, many of them close together, would probably be amply sufficient to finance a complete scheme of medical relief with several first rate hospitals carrying out curative and preventive work on a scientific basis. The balance left would in all likelihood be enough to finance the upkeep of the major scheme for welfare centres and creches detailed in the report.

The women workers do not attend the mill dispensaries as freely as the men. They do not consult the male doctor at all in child-birth and diseases arising from it. Statistics show that the mortality of the women workers is double that of the male workers.

Maternity Conditions. - These are reported to be as poor as is the case in most Indian working class communities. A system of maternity benefit is in force in 53 of the 64 mills surveyed, and in 1931, 2380 benefits were given to women in child-birth. Although records of the dates, the workers and the amounts paid, are kept in the offices, there is no satisfactory machinery in most mills for estimating the sickness or mortality of mothers and babies, or for forming an opinion as

as to whether the system of benefit adopted (which is still voluntary on the part of the mill-owners) is the best one calculated to attain its object, namely, a better start in life for the child of industrial parents. Suggestions are made in the report showing possible changes and indicating that the present is the time to consider this matter, before the benefit system is standardised by legislation.

The Children of Workers. - In a majority of the mills the children accompany their mothers to work and are exposed to the danger of accidents, while conditions as to sunshine and fresh air are unfavourable. In a few of the mills they are excluded either from the whole mill or from parts of the mill. No enquiry has been made as to how these children are provided for outside and it is evident that while some parents keep a relative to look after them at home, most do not, and the children are neglected and may be exposed to danger. The provision of creches, however simple in their nature, is indicated.

Venereal Disease. - This is said to be widespread, but there is no evidence on the subject. If it is so, it is remarked that it must be a source of great loss to the mills by slack working and ill-health. It is recommended that a series of blood tests should be made to settle the question. The report realises that treatment according to modern methods is effective, but costly. It is suggested that in any case it is worth while carrying it out for mothers during pregnancy as, if commenced early enough, it ensures the birth of healthy children.

Existing welfare Centres and Creches. - Welfare centres are established in 5 mills and women doctors are employed in two additional mills. Creches are carried on in three of those 7 mills. The Health Visitors in charge of the centre, it is remarked, in addition to organising the creches, are, or should be, in touch with all the women

workers, responsible for the giving of maternity benefits and the collecting of information regarding them, responsible for bringing the women into touch with medical facilities and organising better methods of relief in their confinements. The health Visitor is the only means by which the management can get reliable information, not only as to the domestic needs of the women workers, but of those of the wives of male workers. Efforts have been made from time to time in different mills to alleviate the conditions of mothers and children by the occasional provisions of nurses, midwives, a woman doctor, a rough creche, a maternity home, etc. These have failed and have been given up. The reason for the failure has been attributed to the fact that efforts of this kind must be carefully organised by workers of experience and if they are to lead to success.

In the second part of the Report dealing with suggestions for improvement, Dr. Balfour has recommended (a) a detailed scheme for the increased provision of health centres and clinics throughout the mill areas and for the introduction, at individual mills, of creches for the protection of children, and (b) an alternative scheme providing for the part-time employment by the mills of a medical woman, whose principal duties would be to hold clinics, to supervise existing welfare centres to collect information regarding maternity benefits and generally to advise mills which desired to undertake welfare work. This alternative scheme was put forward for consideration in the event of its not being found possible, in the existing financial stringency, to give effect to the main scheme formulated by Dr. Balfour. Briefly summarised, the main scheme makes provision for the following at a total cost to each mill, varying according to size, from approximately Rs.100 to Rs.300 per month:-

(a) The establishment of a welfare centre and creche at individual mills, each centre and creche to be in charge of a vernacular speaking Health Visitor, with an ayah to assist her.

(b) The employment of four trained and experienced health or welfare lady supervisors, whose duties would include visiting in turn each of the centres and creches in their charge, and the supervision of the work of the Health Visitors.

(c) The employment of two lady doctors who would have their headquarters on different sides of the river, and each of whom would be in charge of a cottage hospital consisting of six beds for women workers. In addition to their hospital duties they would hold clinics at suitable places and would be available for any urgent or difficult cases in which help or advice was required.

(d) The employment of a lady doctor to supervise and administrate the entire scheme.

The Committee of the Association consulted the members with regard to the adoption of one of the two alternative schemes, but in view of the financial position of the mills, it was not found possible to make any progress and that the consideration of the matter has, accordingly, been postponed for the time being.

#### Leprosy Survey in Jute Mill Areas;

#### Action on Report by Indian Jute Mills Association.<sup>1</sup>

A summary of the report on a leprosy survey in jute mill areas made under the auspices of the Calcutta School of Tropical Medicines and Hygiene at the instance of the Indian Jute Mills Association was given at pages 55-59 of our report for August 1932. The Committee of the Indian Jute Mills Association considered the proposals made in the report, and in replying to the School of Tropical Medicine with reference to it, they explained that enquiries which they had made showed that it would not be possible to secure the consent of members to any additional

expenditure in this direction, having regard to the depressed condition of the industry and to the substantial amounts already being contributed by the mills towards medical work, including the subscription of Rs.27,200 paid annually to the endowment Fund of the School. They suggested that the anti-leprosy scheme, either as originally put forward or in a modified form, should be undertaken by the School itself and the expenses connected with it met from the income derived from the jute mills as had been in the case of the leprosy survey just completed, The School of Tropical Medicine subsequently put forward, for consideration, the following alternative proposals, explaining that these would not imply any additional expenditure on the part of the mills:-

(a) That courses of special training on leprosy for jute mill doctors be organised at suitable centres, each lasting one week.

(b) That arrangements be made for the treatment of leprosy by the mill doctors, the cases in each mill being dealt with by the local doctor.

(c) That visits be made to each of the mills by Dr. B.N.Ghosh, Leprosy Propaganda Officer, at times previously arranged, to start off the treatment where it had not already begun and to demonstrate practically to the mill doctors the methods of treatment to be adopted.

(d) That the number of cases of leprosy in each mill, the number of those under treatment, and the results of the treatment, should be entered in a special form and forwarded quarterly to the School of Tropical Medicine and Hygiene by the Mills.

These proposals were accepted by the Association and they have been given effect to by the School of Tropical Medicine. Five courses of instruction were held between 25-7-32 and 26-8-32 at some of the mills, and they were for the most part satisfactorily attended by the mill doctors. In connection with proposal (c) the Committee issued to members on 1-8-32, a list of medicines and of appliances necessary for the inauguration of leprosy clinics. The mills were asked to provide their Doctors with these medicines and appliances, and to communicate with the School of Tropical Medicine immediately they were available, in order that Dr. Ghosh might arrange to visit the mills in the manner agreed upon.

Ahmedabad Industrial Housing Scheme:Rules Governing Occupational Rights. ✓

Reference was made at pages 61-62 of our October 1931 report and at page 43 of our November 1931 report to the scheme sanctioned by the Ahmedabad Municipality to build model tenements for housing mill labourers. The Municipality has now passed the following rules on which these tenements, after they are built, will be given on rent to the labourers:

(1) Every labourer working in the mill with an income of Rs.50 or less per month will be given a house, on a rent of Rs.5-8 per mensem, including Municipal tax. (2) If the demand for these tenements exceeds the supply, preference will be given to those who are found poorer. If the tenements remain vacant, the houses will be given to labourers other than mill labourers whose income is below Rs.50 per mensem. (3) The rent will be recovered in advance and those tenants, whose rents are in arrears for three months, will be ejected and the possession of the tenements will be taken over by the Municipality, and the rent in arrears realised by attachment of their property. (4) Every tenant will have to keep his house and the space round about in a neat condition. Any damage to the property will be repaired at the tenant's cost. All sanitary installations should be kept in good order by the tenant. (5) The Municipality will reserve the right to order evacuation of the houses on account of any misconduct on the part of the tenants. (6) Every tenant will have full independence to celebrate his religious festivals. (7) The houses for Hindus and Musalmans will be separate.

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Co-operation.

Cooperation in Travancore: Committee of Enquiry Appointed.

As a result of numerous representations made in the Popular Assembly, the Government of Travancore State, ~~Madras-Presidency~~, have appointed a Committee of Enquiry to report on the progress of the Cooperative movement in the State. The Committee is under the chairmanship of Mr. G.K.Devadhar of the Servant of India Society, Poona, and six other members.

The terms of reference of the Committee are (1) to examine the progress made in the Cooperative movement in Travancore since its start; (2) to enquire into its present position and lines of development and to make recommendations; (3) to examine the practice and organisation of the financial system of the movement and to make recommendations; (4) to make recommendations in regard to propaganda, supervision and control of societies and finance; and (5) to examine the position in regard to the distribution, production, sale and other co-operative non-credit activities and to make recommendations.

In addition to submitting a report on the above points, the Committee will consider the revision of the existing Co-operative Societies Act - Regulation 10 of 1089 (1914) - and prepare a Draft Bill along with their report, embodying the amendments recommended. The Committee is also requested to consider the following matters and others relating to Co-operation that may be referred to it by the Government from time to time:- (a) the framing of rules for the award of grants to Co-operative supervising Unions; (b) the organisation of house-building co-operative societies; (c) the provision of adequate facilities for short and long term credits to agriculturists; (d) establishment of licensed warehouses; (e) the desirability of reconstituting

the State Land Mortgage Bank under the Co-operative Societies Regulation; (f) Co-operative work among the Depressed Classes; (g) recommendations of the Banking Enquiry Committee regarding Co-operation; and (h) development of Weavers' Co-operative Societies.

✓ The Committee is expected to submit its report by June 1933.

Agriculture.Progress of Agricultural Education in Madras Presidency, 1931-32\*

The following information regarding the progress of agricultural education in the Madras Presidency during 1931-32 is taken from the Report on the Operations of the Department of Agriculture of the Madras Presidency for the year 1931-32. The activities of the Madras Agricultural Department in matters educational consist in the running of <sup>an Agricultural</sup> a College affiliated to the University of Madras, an agricultural middle school and three farm labourers' schools.

Agricultural College, Coimbatore. - The number of applicants to the college dropped during the year under report to 321 from 365 in the previous year. Of these 45 were finally selected. The selection committee made definite recommendations to Government that the number of students to be admitted to the college should be increased and that short courses be instituted. After careful consideration, the Government thought it unnecessary to increase the number just at this juncture as, owing to retrenchment, passed graduates could not all find employment in Government service but stated that the proposal would be considered when financial conditions improved. Similarly, the detailed report regarding short courses referred to by Government in their remarks on the administration report of last year which was called for from the Director was scrutinized by them but it also had to be postponed in view of the additional expenditure involved thereby. As an outcome of retrenchment, the tuition and lodging, hitherto free, will from 1932-33 be charged for, the fee for the former being Rs.120 per annum and the latter Rs.2 per mensem. Special lectures were delivered to students as heretofore not only by several heads of sections, but also by the second Sugarcane Breeder and Sericultural Expert in their special branches.

Agricultural Middle Schools. - The only Agricultural Middle School maintained by the Government continued to function during the year. There were only three admissions to the first-year class, while the second-year class had only 5 pupils. The total strength of the school was, therefore, only 8 as against 16 in the previous year. On the recommendation of the Retrenchment Committee, the school was closed from 1-4-32. As regards the school maintained by the Madura District Board, it is reported that at the end of the year, there were 23 pupils in the school as against 15 in the previous year. The Agricultural School at Kalahasti, the report states, could not be opened even this year.

Farm Labourers' Schools. - The three schools at Anakapalle, Palur and Coimbatore continued to work satisfactorily. At Anakapalle there were 40 boys as against 33 in the previous year in the day school

\* Report on the Operations of the Department of Agriculture Madras Presidency for the year 1930-31. - Madras - pp.3+44.

and 21 adults in the night school as in the previous year. At Palur, the number of boys in the day school increased from 14 to 18, while, as in last year, there were 17 adults in the night school. At Coimbatore, however, there were only 8 boys in the day school and 10 adults in the night classes as against 14 and 11 respectively last year.

Practical Training in Agriculture. - Although all the agricultural stations are available for teaching men desirous of taking a course in practical farming, according to the report, very few have so far taken advantage of such facilities. However, 8 men at Anakapalle and 2 at Samalkota were under training during the year. Most of these came with the definite object of being employed as maistris and not to return to their lands.

Programme for 1932-33. - The programme of work of the Department for 1932-33 includes continuation of the Degree course at the College, opening of short courses and the continuation of farm labourers' schools.

Maritime Affairs.National Seamen's Union of India, Bombay:Annual Report for 1931-32. ✓

Reference was made at page 80 of our March 1932 report to the amalgamation of the Bombay Seamen's Union and the Indian Seamen's Union, Bombay, into one Union under the name of the "National Seamen's Union of India, Bombay." The annual General meeting of the amalgamated Union <sup>for 1932</sup> was held on 27-11-1932 at Bombay under the presidentship of Mr. R.A. Asavale, M.L.C. The following are the salient features of the annual report for the period 22-3-1931 <sup>to</sup> 31-3-1932 submitted to the meeting by Mr. Syed Munawar, M.L.C., General Secretary of the Union.

Distribution of Employment. - The report remarks that during the year under review the Union was able to exercise great influence in securing an equitable distribution of employment among Seamen. Though, owing to the trade depression, as many as 800 ships engaging Indian crews were laid up in European ports, still, by getting its members to abide by the shift system of employment and with the responsive co-operation extended to it by the employers, the Union was able to obtain employment for 79 Deck Serangs, 47 Engine Serangs, 16 Butlers and 125 Seacunnies in lines other than the P. & O. and Clan Lines, the total number of seamen employed with these principal ratings being 4,767. A very important achievement of the Union during the year, according to the report, consists in the definite arrangement entered into between the British India Steam Navigation Company and the Union, (1) for the distribution of available employment to seamen of the line by employing, as far as practicable, those comparatively longest out of employment, (2) to discharge crews after a year's service in all possible cases, (3) to maintain parallel registers with the Union for recruitment purposes, and (4) to change the entire crews when the number of those leaving the ship is exceptionally high.

War Compensation Claims. - The Union was successful in moving the Government of India to extend the period for presentation of war reparation claims of British Indian seamen by a year more, that is till 31-3-31, and those of Portuguese Indian seamen till 31-3-32. Since first April 1930, the Union has been able to obtain war reparation amounting to Rs. 531,508-8-0 out of which Rs. 410,366-8-0 have been received by the British Indian seamen, while Portuguese Indian seamen of Goa, Daman and Diu have received Rs. 121,142.

Accident Compensation. - Accident compensation to 11 injured seamen was obtained to the extent of Rs. 8,117-0-0 through the efforts of the Union during the year. From 1929 till the end of the year under report, 35 seamen received accident compensation aggregating to

Rs.17,462-0-0 through the medium of the Union.

Accommodation for Indian Seamen. - Since the inception of the Indian Sailors' Home Committee in 1927, the Union, through its representative on the Committee, closely associated itself in the task of bringing the Sailors' Home into existence. The Home was opened in January 1932 (vide pages 61-62 of our December 1931 report). The Home affords free accommodation to about 400 seamen.

The Union and the Whitley Report. - The Report states that after the Whitley Report was published, the Union held a meeting on 14-8-1931 to consider the Report. The meeting passed resolutions (1) urging the Government to appoint a committee to enquire into the working of the present system of recruitment and discharge, the possibility of direct employment and direct payment in cases of lower ratings, wages, housing conditions, accommodation on board, the arrangements made by the steamer companies for crews who have been put ashore owing to sickness while away from the place of engagement, and cognate matters which the Labour Commission could not investigate as the same did not come within their terms of reference and which, therefore, have been left by the Commission to the consideration of the Government, (2) expressing disagreement with the Commission's recommendation for elimination of surplus seamen; and (3) expressing appreciation of the Commission's recommendations re. an extended application of the Workmen's Compensation Act, abolition of shipping brokers, stoppage of fresh recruitment for a year at least so as to check the growth of unemployment, and suggesting for starting <sup>the</sup>unemployment and sickness insurance schemes.

Programme of Future Activities. - Some of the outstanding questions that have been exercising the mind of the Union since some time past are (1) setting up of an employment bureau with a joint advisory committee consisting of representatives of shipowners and seamen in Bombay (2) re-opening of the Clan Line ships to employment of Bombay crews (3) regulation of hours of work on board ship with a view to securing a 44-hour-week and overtime allowance within certain limits; (4) application of methods of distribution of employment to crews of the Scindia Line ships (5) increase of accommodation for Indian seamen on ships and (6) measures to check bribery among officers of some ships in the matter of employment of seamen. These questions were discussed at several general meetings of the members of the Union and suitable representations were addressed to the authorities concerned. An effort to regulate hours of work on board (Item No.3), which was discussed in the Maritime Session of I.L.Conference at Geneva in 1929, is being made by the Union through the Amsterdam International Transport workers' Federation with which the Union has been affiliated for the last five years; while in regard to item No.6, the Union has distributed handbills broadcast advising seamen to refrain from paying bribes and is on the lookout for bringing the offenders to book.

Membership. - On the date of amalgamation in March 1931, the total membership of the Union stood at 28,301, of which the Saloon Department had 16,056, Deck 6,072 and Engine 6,173. After a scrutiny of membership registers of the Bombay Seamen's Union and of the former Indian Seamen's Union, the membership of the Saloon Department, together

with new admissions during the year, stood at 16,816 on 31-3-1932. Deck and Engine Departments' membership on 31-12-1931 was ~~2,207~~ 6,807 and 6,864 respectively. Though the total membership was 30,487, it is remarked that the subscriptions collected during the year amounted to only Rs.35,903, showing that the actual paying membership of the Union was 9,335.

Legislation re. Seamen. - The report states that as a result of demands made by the Indian Seamen's Union, Bombay, for ratifying the Conventions and adopting the Recommendations of the Maritime Sessions of the I.L.Conference, suitable amendments to the Indian Merchants Shipping Act were passed by the Indian Legislative Assembly in 1931 (vide pages 8-19 of our December 1930 report for the text of the Indian Merchant Shipping (Amendment) Bill).

Office-Bearers for 1933. - The annual general meeting elected an executive Council of 17 members with Mr. N.M.Joshi, M.L.A., as President, Rao Bahadur R.S.Asavle, M.L.C., Messrs. A. Soares, and Abdulla Ismail Mistry as Vice-Presidents and Mr. S.V.Parulekar as Treasurer. The election of the General Secretary was left to the Executive Council.

#### Employment of Indian Seamen in Cold Latitudes:

##### Plea for removal of Restrictions. ✓

A meeting of the members of the Deck Department of the National Seamen's Union of India, Bombay, was held at Bombay on 20-12-32, Rao Bahadur R.S.Asavale, presiding. Resolutions were passed at the meeting urging the Government of India to remove <sup>the existing</sup> climatic restrictions on the employment of Indian deck hands in ships bound for countries in certain northern latitudes so as to afford employment to Indian seamen on such ships as was done before the Great War; (2) requesting Government to move shipping companies to engage Indian, rather than Malay and Chinese, seamen on such ships at Bombay and Calcutta, and thus help to solve the problem of widespread unemployment among Indian seamen; (3) requesting provision of the necessary warm clothing and adequate supply of food-stuffs to enable Indian seamen to cope with the cold weather of such

northern latitudes, and payment of such extra remuneration as the seamen might have received while serving in ships in cold climates in the past.

In this connection it will be remembered that a resolution was adopted by the Indian Trades Union Federation <sup>in July 1932</sup> urging the removal of the existing restrictions on the engagement of Indian seamen for work in cold latitudes. (vide page 36 of our July 1932 report). The Government of India, before deciding upon the action to be taken in this matter, have asked for the views of the Bombay Chamber of Commerce whether, and if so what, safeguards should, in the opinion of the Chamber, be provided in the Lascar Articles of Agreement in the event of the prohibition in question being removed, in order to ensure that satisfactory arrangements should be made for the comfort of the lascars and, for the protection of their health, whilst employed in excessively cold areas.

The Committee of the Chamber in their reply informed the Government of India that they were of opinion that lascars should be permitted to serve in latitudes beyond the limits at present laid down, provided they ~~had~~ expressed their willingness to do so. The safeguards to be embodied in their Articles of Agreement should include arrangements for the adequate heating of their quarters and the provision of warm clothing, boots and extra foodstuffs.

#### Decasualisation of Dock Labour;

#### Karachi Conference Appoints Sub-Committee.

Reference was made at page 68 of our December 1932 report to a proposed Conference of Port Trust authorities and organisations of employers and workers concerned with dock labour at Karachi Port to

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decasualise labour in the port. The Conference was held at the office of the Karachi Port Trust on 10-1-1933 and was attended by representatives of the Port Trust, <sup>the</sup> Karachi Municipality, the Karachi Indian Merchants' Association, the Bombay Chamber of Commerce, the Buyers' and Shippers' Chamber, the Karachi Labour Union, the Karachi Dock Workers' Union and the Licensed Stevedores of Karachi Port.

The Conference, after surveying the system now in vogue of employing casual labour at the various ports in the country, observed that in Karachi the labourers at the Docks were ~~employed for less than~~ <sup>suffering from</sup> ~~half a day per day in a month~~ <sup>under-employment to a grievous extent</sup> and recommended a system of registration to be supervised and controlled by the Port Trust authorities, assisted by the representatives of the shipowners, stevedores and labourers. This decasualisation of dock labour was suggested with a view to regulate dock labour in accordance with requirements, and to ensure that the distribution of employment depended not on the caprice of intermediaries, but on a system which, as far as possible, gave all efficient men an equal share of work. The representative conference at their meeting did not, however, arrive at any decision, but appointed a sub-committee for investigation of the system of registration of labour employed in the docks.

It may be mentioned here that the conference is the outcome of a communication from the Government of India, to the Bombay Government, suggesting that an experiment in this connection might be made at Karachi, and that the Karachi Port Trust be asked to exploit the possibility of formulating a suitable scheme for decasualisation on the lines recommended by the Labour Commission.

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Hours of Work & Age of Employment of Dock Labourers;

Efforts to Elicit Opinion prior to Legislation.

The Whitley Commission in their Report have made a number of recommendations regarding the fixation of the hours of work of dock labourers and the raising of the minimum age for the employment of children in docks. The following is a summary of the principal recommendations in this respect:-

(a) The normal daily hours prescribed by law should be nine, with overtime permissible up to three hours; (b) payment for each hour of overtime should be required at not less than  $33\frac{1}{3}$  per cent over the ordinary rates; (c) the minimum age of employment should be raised to 14 years; and (d) enforcement should be entrusted to the factory inspection department.

Prior to adopting legislation on the subject, the Government of India have <sup>recently</sup> instructed the Provincial Governments which are interested in dock labour to take steps to ascertain the opinions of employers of dock labour and other parties concerned regarding the recommendations made in the Whitley Report.

Creation of Inland Mariners' and Waterside-Workers'

Union, Calcutta.

For some time past the relations between the representatives of the masters, drivers and serangs on the one hand and those of the crews on the other, in the Executive Council of the Bengal Mariners' Union were getting strained. An open rupture occurred on 4-9-1932, on which date Mr. M. Daud, President of the Union, removed four members, who represented the crew section of the members of the Union, from the Executive Council of the Union. This led to a number of resignations from the membership of the Union by the sympathisers of the Crews Section,

who held a meeting on 8-9-32 to consider the situation created by the expulsion of the Crews' representatives from the Executive Council. The meeting passed a resolution censuring the action of Mr. Daud in expelling the four members and brought into being another Union called "The Inland Mariners' and Waterside Workers' Union", Calcutta. The following is a summary of a statement recently issued by the Executives of the new Union on the formation of the new Union.

The Bengal Mariners' Union was started in 1925 with the object of organising the 25,000<sup>odd</sup> mariners working in Bengal ports. But ever since its inception the Union had been dominated by a clique composed of Mr. Daud and a few others representing masters, drivers and serangs who were not fraternally disposed towards crews. Although the Rules of the Bengal Mariners' Union had provided for the enlistment of all the mariners of all ratings and other maritime workers who number over 25,000, the masters, serangs and drivers numbering 1,200 had successfully resisted the admission of any large number of crews in the Union. All the same, subscriptions were being collected from each and every crew without granting them receipts for the amounts or admitting them to privileges enjoyed by the members of the class of masters, drivers and serangs in the Union. Thus, although the Union claims a membership of 6,000, it had, in fact an effective membership<sup>only</sup> of the 1,200 masters, serangs and drivers. The continued efforts of Messrs. M. Abdul Huq and Azizur Rahman, the General Secretary and Organising Secretary respectively of the Union, to safeguard the rights of members belonging to the crew class were frustrated by the majority clique which controlled the Union. The immediate cause which brought about the rupture, it is stated, was the appropriation by Mr. Daud from the funds of the Union of Rs.125/- a month for about a year for his travelling expenses and that he seldom

travelled at all during that period. It was when he was called upon to submit accounts for those sums that he expelled, with the object of stifling discussions, four members from the Executive Council who had challenged him <sup>about</sup> for those accounts.

The following are the Office bearers of the Inland Mariners' and Waterside-Workers' Union: Mr. Mahbubul Huq, M.A., B.L. (President), Mr. Fazlur Rahman, (Vice-President), Mr. M. Abdul Huq (General Secretary), Mr. Jalal Ahmed (Financial Secretary) and Mr. Azizur Rahman (Chief Organiser).

Meerut Conspiracy Case: End of Trial.

Reference was made at pages 1-6 of the April 1929 report of this Office and in subsequent reports to the arrest on 20-3-1929 of nearly 30 communists and to their trial, popularly known as the Meerut Conspiracy Trial. The trial which began on 14-1-1930 came to a close on 16-1-1933, on which date judgment was pronounced. Of the 30 accused, Muzaffar Ahmed, Calcutta, was awarded transportation for life, 5 were sentenced to transportation for twelve years, 3 to transportation for ten years, 4 to transportation for five years, 6 to rigorous imprisonment for four years, 5 to rigorous imprisonment for three years, while three were acquitted. The whole proceedings took nearly 3 years and 10 months and entailed an expenditure of Rs. 1,600,000.

Indian national opinion, on the whole, expressed disapproval on the whole trial and judgment as will be seen from the following extracts from an editorial article published in the Hindu of 18-1-1933:

"The existence of the Communist International is well-known and the accused in the Meerut Conspiracy case, it may be taken for granted, hold opinions similar to the objects of the Communist International. But the attempt to connect the two and rely upon the establishment in India of youth leagues, the promotion of strikes and the starting of trade unions as evidence to prove the conspiracy "to deprive the King of the sovereignty of British India or of any part thereof" within the meaning of Section 121-A I.P.C. is one which can hardly be deemed successful.

"The absence of incontestable evidence of overt acts in pursuance of the conspiracy does create the impression that the punishment of the accused is based upon the fact that they hold a certain set of opinions on political matters which the authorities think to be wrong and deserving to be punished. It would be a perilous state in law if any Government should consider themselves free under the law to ask courts to convict and imprison for long terms people who may hold views, however strong or revolutionary they may be, and who may not be clearly proved to have committed overt acts which are dangerous to public peace and tranquility.

"The extreme severity of the sentences on most of the accused ranging from transportation for life to three years imprisonment does by no means indicate that the Sessions Judge has taken into consideration the fact that the accused have been under duress for nearly four years and have undergone acute mental agony because of the long-drawn-out character of the trial. Not only is an unanswerable case made out, as the Manchester Guardian suggests, for a reform of Criminal Procedure but a very strong case exists for a radical reform of the substantive law in regard to offences against the State".