

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for August 1933.

Contents.

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References to the I. L. O.

The Financial News, Bombay, of 15-7-1933 publishes an appreciative editorial article under the caption "International Labour Conference: Director's Report". The article notices chiefly the section of the report dealing with unemployment.

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The August 1933 issue of the Trade Union Record, Bombay, publishes a long note reviewing the work of the 17th session of the I.L.Conference.

\* \* \*

Federated India, Madras, of 23-8-33 publishes a communique issued by this Office on 15-7-33 under the caption "Problems of Social Adjustment" giving extracts from the speech delivered by the Director at the 17th I.L.Conference in reply to the general debate on his report to the Conference.

(A list of other papers which-published the communique was given at page 4 of our July 1933 report. A newspaper cutting of the communique was forwarded to Geneva with this Office's minute H.2/1201/33 dated 20-7-33).

\* \* \*

Federated India of 16-8-33 reproduces the review of the Director's Report to the 17th I.L.Conference published in the May 1933 issue of the Monthly Summary of the I.L.O.

\* \* \*

Federated India of 30-8-1933 reproduces the review of the 17th session of the International Labour Conference published in the June 1933 issue of the Monthly Summary of the I.L.O.

\* \* \*

The Leader of 30-7-1933, publishes a letter from its Geneva correspondent under the caption "International Labour Conference". The letter deals in particular with the resolutions on Hours of Work and Unemployment.

\* \* \*

Federated India, Madras, of 19-7-33 and the July 1933 issue of the "Railway Employees", the organ of the South Indian Railway Workers' Union, publish a communique issued by this Office on 7-7-33 on the resolution moved by the I.L.O's representatives at the World Economic Conference.

(Copies of the communique were forwarded to Geneva with this Office's minute H.2/1164/33 dated 13-7-33. A list of other papers which published the communique was given at page 6 of our July 1933 report).

\* \* \*

The Indian Labour Journal, Nagpur, of 13-8-33 publishes a short article under the caption "Proposals for an Asiatic Conference". The article refers to the recent conversations between Messrs N.M. Joshi and Mr. Kozaburo Sakamoto, the Japanese workers' delegate to the 17th I.L.Conference, ~~at Geneva in June 1933~~ on the various methods of increasing contacts between Japanese and Indian workers. One of such methods ~~was~~ <sup>was</sup> discussed the holding of an Asiatic Labour Conference.

\* \* \*

The Servant of India of 10-8-1933 publishes a long and appreciative review of the I.L.O. publication "Industrial Relations in Great Britain".

\* \* \*

The July 1933 issue of the Labour Gazette, Bombay, publishes a review of the I.L.O. publication "Conciliation and Arbitration in Industrial Disputes" (Studies and Reports Series A, No.34).

\* \* \*

The Hindustan Times of 30-8-33 ~~publish~~ and other papers publish a communique issued by this Office on 29-8-33 under the caption "Reduction of Hours of Work" reviewing the questionnaire on the subject issued by the I.L.O.

(Copies of the communique were forwarded to Geneva with this Office's minute H.2/1684/33 dated 31-8-33).

\* \* \*

Labour Times, Madras, of 21-8-33 publishes an article under the caption "The Trades Disputes Act", contributed by Mr. T.A. Anantha Iyer, Madras. In the course of the article appreciative references are made to the I.L.O. publication "Conciliation and Arbitration of Industrial Disputes: An International Survey".

\* \* \*

Indian Finance, Calcutta, of 26-8-1933, the July 1933 issue of the Hindustan Review, Patna, and the Financial News, Bombay, publish lengthy and appreciative reviews of the I.L.O. Year-Book, 1932.

\* \* \*

The Annual Report of the Bombay Chamber of Commerce for the year 1932 contains the following references to the I.L.O.

1. At pages 253-254 is published a summary of the views expressed by the Chamber on the various points raised in the I.L.O. Questionnaire re. the Abolition of Fee-Charging Employment Agencies.

(For details regarding the Chamber's views, vide page 1 of our September 1932 report).

2. At pages 241-243 references are made (a) to the communique issued by the Government of India on 10-12-1931 announcing the items on the agenda of the 16th I.L.Conference and calling for recommendations regarding the nomination of non-Government delegates to the Conference; (b) to the recommendations made by the Chamber regarding the Indian delegation to that session; and (c) to the Government of India communique announcing the composition of the delegation to that session of the I.L.Conference.

3. At pages 243-244 are given details regarding the views expressed by the Chamber on the various points raised in the I.L.O. Questionnaire on Invalidity Old-Age and Widows' and Orphans' Insurance.

\* \* \*

The Annual Report of the Buyers and Shippers Chamber, Karachi, for 1931-32 contains the following references to the I.L.O.:

1. At pages 29-30 reference is made to the recommendations of the Chamber regarding the nomination of <sup>the</sup> Indian Employers' Delegate to the Tripartite Technical (Maritime) Advisory Committee.

2. At pages 147-148 reference is made to the recommendations made by the Chamber regarding the nomination of the Indian Employers delegation to the 16th session of the I.L.Conference.

3. At pages 155-164 are given the detailed answers of the Chamber to the various points raised in the I.L.O. Questionnaire on the Admission of Children to Employment in non-Industrial Occupations.

4. At pages 166-170 <sup>is</sup> are published the full text of the Resolution on unemployment adopted by the Governing Body of the I.L.O. at its 56th session held in January 1932.

\* \* \*

The Press Report issued by the All-India Railwaymen's Federation, Madras, dated 31-7-1933 publishes details regarding a deputation of the B.B.& C.I. Railway Employees' Union, headed by Mr. Jammadas M. Mehta, which waited on the Agent of the Railway. Among the subjects discussed was the application of the Washington Hours Convention and the Geneva Weekly Rest Convention to the B.B.& C.I. Railway at an early date.

\* \* \*

The August 1933 issue of the Indian Review, Madras, publishes a short note on the article "The Economic Depression and the Employment of Women" published in the April and May 1933 issues of the International Labour Review.

\* \* \*

The July 1933 issue of the Labour Gazette, Bombay, reproduces a note originally published in Industrial and Labour Information of 12-6-33 under the caption "Measures against Unemployment in Egypt."

\* \* \*

The combined issue for April & May 1933 of the Monthly Circular issued by the Karachi Indian Merchants' Association reproduces Resolution, No.L.1537 dated 15-5-1933 of the Government of India in the Department of Industries and Labour, nominating the Indian delegation to the 17th I.L.Conference.

\* \* \*

The Hindustan Times and the National Call of 29-8-33 publish a short communique issued by this Office regarding the visit paid to the I.L. Office, Geneva, by <sup>a</sup> the group of Indian University students touring Europe under the leadership of Mr. Ranganadhan. A cutting of the communique from the National Call of 29-8-33 was forwarded

to Geneva with this Office's minute K.1/1658/33 dated 31-8-33.

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The Hindustan Times of 6-8-33 reproduces under the caption "Slavery and the League" an article originally contributed by Lord Lugard to the Spectator.

\* \* \*

The Hindu of 18-8-33 publishes an article under the caption "The Whitley Report: The Workmen's Compensation Act" contributed by Mr. T.A. Anantha Iyer, Madras. The article, reviewing the course of labour legislation in India, compares the activities of the Central and the Provincial Governments in the sphere of labour legislation and ascribes the greater activity of the Central Government to the influence of the I.L.O.

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The Times of India of 8-8-33 publishes a long article reviewing a recent book "India Analysed", vol.I, published by Messrs. Victor Gollancz, Ltd. The chapters dealing with India's relations with Geneva have received special notice in the review.

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The National Call of 3-8-33 reproduces an article under the caption "International Labour Organisation; Indian Chairman of Governing Body" originally published in the Indian Review, Madras.

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National Labour Legislation.

The Madras Maternity Benefit Bill, 1933.

Mr. V.M.Ramaswamy Mudaliar, M.L.C. (One of the advisers to the Indian Workers' delegate to the 15th I.L. Conference), introduced a Bill recently in the Madras Legislative Council with the object of providing maternity benefit to women factory workers in the Presidency. The following are the salient features of the Bill which is modelled on the Bombay Maternity Benefit Act of 1929.

1. It is to apply in the first instance to the City of Madras and its suburbs and a few specified industrial areas in the Presidency.
2. The rate of benefit is to be 8 annas per day.
3. The maximum period for which benefit is to be granted is for three weeks before and four weeks after delivery, and, if the woman dies during these seven weeks, the benefit is payable only up to the date of death.
4. A woman becomes entitled to benefit from a factory only if she has served in it for at least six months preceding the date of application for maternity benefit.

The following is the text of the Statement of Objects and Reasons appended to the Bill:-

In the Madras Presidency there are a number of important factories employing a large number of women. In recent years there has been a large growth of factory labour population in Madras, Coimbatore, Madura and Tuticorin, so that it is desirable to have by means of legislation a provision made in respect of the maternity benefits for women workers employed in the factories all over the Presidency.

There is a similar enactment in the Bombay and Central Provinces and even though some industrial employers have accepted the principles of maternity benefits to women workers it is better to have a uniform standard of benefits by means of legislation.

The Royal Commissioners on labour have in their recent report expressed that such benefits and protection are necessary on the ground of social justice and humanitarian principles: "General standard of life being so low there can be little doubt that some form of maternity benefits would be a great value to the health of women workers and their children at a vulnerable period in the lives of both." Legislation making such benefit compulsory in respect of women workers employed in industrial establishments has been recommended in the Whitley Commission Report and the International Labour Conference has also at its very first session held at Washington, passed a convention urging upon all the State Members of the League of Nations to bring it on the statute books.

(The Fort St. George Gazette, Part IV, No. 20, 1933)

Conditions of Labour.Indians in Ceylon, 1932: Report of the Agent of  
the Government of India.\* ✓

Immigration Figures.- Immigration reached its high water mark in 1927 when 159,398 Indian estate labourers emigrated to Ceylon. Since 1927, however, there has been a steady decline. Only 50,869 Indian labourers came to Ceylon in 1932 against 68,337 in 1931 and 91,422 in 1930. This figure is by far the lowest since 1923 and clearly reflects the depressed state of the main industries of the Island. The total number of Indian estate labourers (including dependants) in Ceylon at the end of 1932 was 650,577 against 682,388 in 1931. Of these 209,789 were men, 200,518 were women and 240,270 were children. These figures indicate how universal family life is among Indian labourers in Ceylon.

Departures to India.- The number of departures to India exceeded the number of arrivals from India. 58,157 Indian estate labourers returned to India in 1932 against 75,866 in 1931.

Nett Immigration.- In every year from 1923 to 1929 arrivals exceeded departures. In 1927 there was an excess of 71,917 arrivals. In 1929 the excess had fallen to 3,867, while in each succeeding year departures outnumbered arrivals by over 7,000. In 1932 the actual figure by which immigration fell short of emigration was 7,288.

Repatriation.- In normal times repatriates fall under two classes, namely, those repatriated by the Agent of the Government of India within one year of their arrival in Ceylon and those repatriated under the Ceylon Government Scheme for the repatriation of sick and indigent

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\* Report on the working of the Indian Emigration Act, 1922 (VII of 1922), the Rules issued thereunder and of the Labour Ordinances of Ceylon during the year 1932. by the Agent of the Government of India in Ceylon. Delhi: Manager of Publications 1933, Price

labourers. The number of repatriates under both these categories was higher than in any previous year. Under the former category 364 persons were repatriated in 1932 against 296 in 1931; while under the Scheme for the repatriation of sick and indigent labourers 6,943 persons were repatriated against 4,772 in 1931. In addition to these normal channels of repatriation a Special Scheme of repatriation was inaugurated in the closing months of 1930 to meet the depression in rubber and consequent unemployment among labourers. In 1932, 6,744 labourers were repatriated under this Scheme against 10,645 in the previous year. Towards the end of 1932 a similar, but modified, scheme of repatriation was adopted for labourers on tea estates. Where, owing to the closure of an estate or the substantial reduction of its labour force, a larger number of labourers was thrown out of employment than could be absorbed in the neighbouring districts, any labourer and his dependants who desired to go back to India could be repatriated at the expense of the Immigration Fund. Only 257 labourers were repatriated under this Scheme during the last five months of 1932. This arrangement had been replaced by a more liberal scheme of repatriation under which any labourer, who had been discharged from the estate on account of the depression or was dissatisfied with the reduced scale of wages, was entitled to be sent back to India. While the benefits of free repatriation was not extended to those labourers who merely wish to go back to India for a holiday at the expense of Government or the Immigration Fund on the score of some fictitious dissatisfaction with conditions on estates, no obstacles were placed in the way of deserving cases. (Vide page 12 of our July 1933 report and earlier reports for 1933 for details and statistics regarding repatriation under this Scheme during 1931).

Indians other than Estate Labourers.- The numbers of Indians

other than estate labourers in Ceylon too have dwindled. Economic forces have brought about a restriction of Indian immigration in all its facets. Indians in the Island, no less than Ceylonese, have been severely hit by the depression. Profits have shrunk; the over-dreaded Income-Tax has come; and several well-known firms have failed. The year caused acute anxiety to the Nattukottai Chettiars who, however were relieved when the Secretary of State for the Colonies refused his assent to the Judgment Debtor's Bill, which had been causing ~~many~~ <sup>much</sup> ~~miseria~~ among the financiers for more than a year. With the increase of unemployment in Ceylon, Indian workmen in towns occasionally became the targets of attack, and uncharitable but abortive, attempts were made to exclude them from the benefit of the schemes for the relief of unemployment. Repatriation was dangled before their eyes; but in the case of those Indians at any rate who had served in Ceylon for long periods and have practically lost touch with their mother country, compulsory repatriation would have amounted to deportation. The report states that Malayalees (native of Malabar) who are chiefly engaged as domestic servants, have now organised themselves into a Malayalee Mahajana Sabha, with 44 branches and 6,927 members, under the guidance of their President, Mr. P.R. Kurup. Their numbers have diminished; and many avenues of employment which had hitherto been open to them, are closed.

Recruitment.- As early as 1930 recruitment for rubber estates was stopped on account of the depression. In 1931 recruitment for mid-country and low-country tea estates too was severely restricted. Since up-country estates also came under the wave of depression in the second half of 1932, it was felt that there was no justification for continuing to recruit at all. Accordingly all recruitment save under exceptional circumstances has been stopped from November 1932. Only 2,580 recruiting licenses were endorsed by the Agent during 1932 as compared with 5,181 in 1931 and 14,380 in 1930. ~~Estates~~ ~~immigrants~~ ~~emigrated~~ ~~in~~ ~~any~~ ~~large~~ ~~numbers~~ ~~in~~ ~~1932~~. The overwhelming majority of estate labourers came as usual from the Tamil districts of the Madras Presidency. The Telegu districts contributed 235, the Malayalam districts 130 and Mysore only 17. The rest, numbering nearly 50,500, came from the Tamil districts including the State of Pudukottah which contributed 3,792 labourers. Among the Tamil districts Trichinopoly as usual headed the list with some 20,000 labourers. Salem was a bad second with a little over 10,000 labourers. 21 suspected cases of irregular recruitment against 23 in 1931, 12 in 1930 and 11 in 1929, were forwarded by the Agent to the Protector of Emigrants, Mandapam, for action under Section 28 of the Indian Emigration Act, 1922.

Legislative Changes.- An important amendment to the Indian Emigration Act was carried out in 1932. Section 25 (2)(b) of the Act penalized a person who "induced or attempted to induce any person to emigrate or to attempt to emigrate or to leave any place for the purpose of emigrating". The Courts held that inducement was an essential element of the offence with the result that, in cases where actual inducement could not be proved, the prosecution failed and the delinquent "kangany" escaped scot-free. Act No. XVI of 1932 substituted the words "causes or assists or attempts to cause or assist" for the words "induces or attempts to induce". The penal section, as thus amended, is an important weapon for dealing with cases of unclean recruitment.

Minimum Wages on Rubber Estates.- Throughout 1931 hopes had been entertained that some measure of prosperity might be restored to the rubber industry by devising a scheme of restriction, acceptable to British and Dutch producers. Early in 1932 this last ray of hope was extinguished since such an international scheme was found to be impossible of operation, by the following announcement, issued by the Colonial Office in London:-

"The British and Netherlands Governments in association with representatives of Rubber Growers in British and Dutch overseas territories have been engaged in negotiations in order to see whether a practicable scheme for the improvement of the rubber situation could be devised. In the course of these negotiations the British and Netherlands Governments have consulted the Governments of Ceylon, Malaya and the Netherlands Indies. After a careful review of the situation the two Governments have been forced to the conclusion that under present conditions it is impossible to frame and operate an international scheme which would guarantee the effective regulation of the production or export of rubber".

The rumours and counter-rumours regarding Anglo-Dutch negotiations, which agitated the rubber market in 1931, were thus finally set at rest; and rubber pursued its even tenour of decline. With rubber selling at such low prices, the employers found it impossible to pay wages as prescribed by the Minimum Wage Ordinance and resorted to various methods of evading the Ordinance. One of such was to interpret the law so as to pay a worker given work for six hours only, six-eighths of the legal minimum wages. This resulted in the now famous Perth Case (details of the case were given at page 31 of our November 1932 report and at pages 13-14 of our May 1933 report), by which it was ruled that, even though a labourer worked for less than 8 hours he was entitled to the full minimum wages for 8 hours,

Reduction of Minimum Wages.- References have been made in the earlier reports of this Office to the over-production and insufficiency of demands which have characterised the tea industry and to the restriction scheme which was devised as a consequence (vide pages 43-44 of our January 1933 report, pages 44-46 of our April 1933 report and pages 38-39 of our May 1933 report). The prices obtained for tea in the first quarter of 1932 did not compare unfavourably with those of the previous year; but by the middle of 1932 it almost seemed as if tea was going the way of rubber. One particularly disturbing feature was that even high grown tea fetched comparatively poor prices. A cry for the further reduction of minimum wages was raised and the movement gathered strength by the third quarter of 1932. A fresh revision of rates was proposed and carried through during the early months of 1933. (Full details regarding the vicissitudes through which rates of minimum wages in tea estates passed through since the passing of the Minimum Wages Ordinance, down to March 1933 are given at pages 29-31 of our March 1933 report

Labour Ordinances.- The various labour ordinances in the Island affecting Indian labourers have been fully dealt with in the review in our monthly report of the Agent's report for 1931 (vide pages 24-25 of our August 1932 report).

Working of the Minimum Wage Ordinance.- Depression in tea and rubber imposed an almost intolerable strain on the working of the Minimum Wage Ordinance. It is reported that despite an artificially manufactured agitation for the suspension or repeal of the Minimum Wage Ordinance, the majority of planters worked to the Ordinance, even when they considered it irksome, in good faith. Irregularities were particularly noticeable in the payment of wages to pluckers in tea estates.

Indebtedness of Indian Labourers.- The problem of indebtedness among Indian labourers was examined at length in the Agent's report for 1931 (vide page 25 of our August 1932 report for a summary). The Agent, in the report under review, stresses the necessity for the abolition of the system of granting discharge certificates to labourers by estate superintendents since the chief purpose which the discharge certificate serves at present is to act as a security for debt. All the remedies that have hitherto been adopted for the mitigation of indebtedness, e.g., the immunity of a labourer from arrest for debt and the abolition of the "Tundu", are based on the salutary principle that all security for debt should be removed. At present the only security for debt which the Kanganys possess is the discharge certificate - a security rendered doubly secure by the discharge certificate agreement.

Vital Statistics.- One interesting feature is that while prior to 1927 birth rates for the Indian estate population were generally higher than those for the total population of Ceylon, since 1927 the reverse has been the case. In 1932 the birth rate among Indian estate labourers was 36.6 per thousand. The lower birth rate among Indian labourers does not mean that they are less prolific than Ceylonese. It is an indication of the tendency among Indian mothers to go back to their country for confinement. If birth rates are lower among Indians than Ceylonese, so are deaths. The death rate among Indian labourers has fallen progressively from 35.2 per thousand in 1924 to 18.7 in 1932. This improvement, however, is not reflected in the figures of infantile mortality. Infantile mortality has actually increased from 184 per thousand in 1931 to 188 per thousand in 1932, the general average of the Island being 162. It is remarked that the rate of infantile and maternal mortality can be considerably reduced by the more extensive employment of trained mid-wives and the construction of lying-in rooms. The principal causes of death, apart from debility, are pneumonia, dysentery and ankylostomiasis.

Housing of Labourers.- With the reduction of the labour forces on most estates and the repatriation of labourers, the problem of overcrowding did not arise at all. Few estates had sufficient funds to undertake new constructions, even when they were essential; while existing buildings were in some cases abandoned to neglect.

In spite of the reduction of the number of scavengers, the lines and line compounds were maintained in fairly clean condition.

Medical Relief.- Owing to the depression and the reduction of the labour force a fair percentage of estate dispensaries were closed down. The quality of the dispensers employed on estates has formed the subject of criticism in successive reports. During the year under review there has been little improvement on estates.

Education.- The total number of registered schools at the end of September 1932 was 544 as compared with 554 in the previous year. The percentage of children of school-going age who attended school also fell from 54.99 in 1930 ~~to 53.99 in 1931~~ and 53.99 in 1931 to 50.31 in 1932. The total number of estate children of school-going age for 1932 was 70,598 (40,585 males and 30,013 females) of whom 37,476 (26,715 males and 10,761 females) attended school. The corresponding figures for 1931 were 72,533 (41,435 males and 31,098 females) of whom 39,163 (27,516 males and 11,647 females) attended school. The decline in the number of schools and in the percentage of children, attending school, was mainly due to the continued slump in the rubber industry and the fall in the prices of tea. Not merely the depression in the industries, but the financial stringency of the Government of Ceylon has adversely affected education on estates.

General Remarks.- The following general remarks <sup>are</sup> have been made by the Agents:- The year 1932 was the most distressing not merely in the records of this Agency, which is approaching its tenth anniversary, but in the annals of the tea and rubber industries of this Island as well. In 1930 depression affected rubber; in 1931 it spread to mid-country and low-country tea; in 1932 even up-country tea did not escape. The march of depression was punctuated by an increasing demand for the reduction, if not suspension, of minimum wages. In 1930 the reduction of minimum wages was proposed, but abandoned by the planters themselves; in 1931 wages were adjusted in consonance with the fall in the price of rice; in 1932 a reduction of wages on mid-country and low-country estates was effected; and early in 1933 a further reduction on these two classes of estates and a substantial reduction on up-country estates was effected. If the Minimum Wage Ordinance has survived the ordeal at all, it is due in the first place to the wisdom of the working planter to whom nothing is more distasteful than the reduction of the labourer's living wage, and secondly to the elasticity with which the Labour Ordinances have been administered. The Perth Estate case might appear to be an exception; but, it was pressed in order to establish the principle that the Minimum Wage Ordinance fixed a minimum wage and not merely minimum rates of wages and to negative the contention which found ~~in~~

favour even in official circles that pro rata wages were permissible under the Ordinance. The growing severity of the depression is equally ~~manifest~~ reflected in the increasing restriction of recruitment and the progressive decline of immigration into Ceylon. In 1930 recruitment to rubber estates was stopped; in 1931 recruitment to mid-country and low-country estates was severely restricted; and since the second half of 1932 all recruitment save under exceptional circumstances has been suspended. At the same time schemes for the repatriation of superfluous or discontented labour were framed and enlarged to suit changing circumstances. In 1931 only labourers on rubber estates were entitled to free repatriation apart, of course, from the sick and indigent. In 1932, the scheme was extended but slightly to labourers on tea estates; in 1933 with a further reduction of wages, the scheme has been made still more liberal. The more benevolent activities on estates have also received a set-back on account of the depression. Education has suffered; new estates schools are but grudgingly registered; and the percentage of school going children has fallen from 53.99 in 1931 to 50.31 in 1932. The construction of new lines is practically at a stand-still, while the lines which have already been built at considerable expense are sometimes abandoned to neglect. No progress has been made in improving the qualifications of dispensers or in employing midwives. The desire evinced by the more enlightened planters for the formation of Co-operative Societies has not found encouragement at the hands of the Ceylon Government on account of financial stringency. In this dismal picture, however, one feature stands out in bold relief, namely, the progressive decrease in the mortality of estate labourers from 35.2 per thousand in 1924 to 18.7 per thousand in 1932. And to turn one's attention from statistics to tendencies, the Tamil labourer has shown that he is as loyal, reliable and, indeed, indispensable in a period of depression as in times of prosperity, while the Ceylon planter has proved himself in an agonizing crisis to be what he is proud of calling himself, "the cooly's friend".

Factory Administration in U.P., 1932.\*

Number of Factories. - The total number of factories coming under the Factory Act on the register in the United Provinces at the close of the year under report was 505 against 461 in 1931. This represents an increase of 9.54 per cent in the number of factories against, 12.7 and 6.51 in 1931 and 1930 respectively. The increase is mainly due to the registration of Sugar and Glass Bangles factories. Of the 505 factories on the register, 245 were seasonal and 260 perennial. The total number of factories that worked during the year under report was 456 (214 seasonal and 242 perennial) as against 424 (188 seasonal and 236 perennial) in the previous year, and 49 factories remained closed.

Number of Operatives. - The average daily number of persons employed in the registered factories, as obtained from the annual returns submitted, was 103,474 against 93,223 in the previous year, 94 per cent of this being adult male labour. 62.5 per cent of the total number of persons were employed in perennial factories, and 37.5 per cent in seasonal concerns, as against 77 and 23 per cent respectively in 1931. The increase in the number of operatives is reported to be entirely due to the registration of new factories. The following table shows the distribution of workers in the different classes of factories:-

Class of factory	Number of operatives.		
	1932	1931	
Government & Local Fund factories.	19,631	19,547	+ 84
Textiles.	33,991	32,054	+1,937
Engineering	6,035	6,405	- 370
Minerals and metals .	391	276	+ 115
Food, Drink, & Tobacco.	22,408	12,422	+9,986
Chemical Dyes, etc.	3,807	4,057	- 250
Paper and Printing.	2,814	2,985	- 171
Wood, Stone, and Glass.	2,797	2,170	+ 627
Skins and Hides.	2,797	2,753	+ 44
Gins and Presses.	8,289	9,996	-1,707
Miscellaneous.	514	558	- 44
Total	103,474	93,223	+10,251

Employment of Women and Children. - The average number of women and children employed during the year under review was 5,618 and 586 respectively, as against 6,316 and 641 in the previous year. 597 women were employed in Tea factories and 2,828 in Cotton Ginning factories, ~~for the last two years~~ The decrease in the total number of employed was 11 per cent and the proportion of women to

\*Annual Report on the working of the Indian Factories Act in the United Provinces for the year 1932 by the Chief Inspector of Factories and Boilers. Allahabad: Supdt., Printing and Stationery, U.P. 1933. Price Re. 1-14-0. - pp.36

the total number of employees was 5.4 per cent against 6.8 and 7.2 per cent in 1931 and 1930 respectively. This decrease, it is stated, was due mainly to a lesser number of being employed in cotton ginning factories and also to some extent in tea factories.

The decrease in the number of children employed last year has continued, and in the year under report there was a further drop of 8.6 per cent. The proportion of children to the total number of persons employed is now under .6 per cent. 554 out of 586 children were employed in perennial factories.

Inspections. - The number of inspections and visits made during the year was 1,003, as against 1,114 in 1931. 230 factories were inspected once, 128 factories were inspected twice, 54 factories were inspected thrice, and 38 factories were inspected more than three times. The number of uninspected factories decreased from 40 in 1931 to 6 in the year under report, and some of these were registered towards the close of the year. A number of special visits were made for inquiry into the cause of accidents and also to see that the provisions regarding fixed working hours, weekly holiday, and rest intervals were being observed.

Sanitary Arrangements and Ventilation. - The report points out that sanitary arrangements were generally found fairly satisfactory. One factory in Cawnpore was prosecuted, however, for not maintaining the factory latrine in a clean and sanitary condition and fined Rs.300. Several warnings were given in other cases regarding the sanitation and cleanliness of the latrines, drains, and premises, but no further prosecutions were found necessary. Ventilation received careful attention during the year and steadily improved. Some minor alterations, however, were ordered in a few cases where improvement appeared desirable.

Fencing of Machinery. - According to the report, fencing and guarding was, in most factories, well maintained. The use of metallic fencing and guards is increasing as factory owners have realized that metal is neater and practically everlasting. One prosecution was instituted for failure to guard a belt and a fine of Rs.300 imposed.

Accidents. - The total number of accidents reported was 1,683, the same as in the previous year. But, there was considerable increase in the number of fatal and minor accidents, from 11 and 1,383 respectively in 1931 to 25 and 1,402 respectively in 1932, while the number of serious accidents fell from 289 in the previous year to 258 in the year under review. Out of the total of 1,683 accidents, 80, or less than 5 per cent., occurred in seasonal factories.

Housing of Factory Operatives. - 1,253 additional quarters (927 single and 326 double) were constructed in 21 districts during the year. The large increase in the number of quarters for workers is reported to be mainly due to the establishment of large sugar factories, which are in the majority of cases providing accommodation for at least some of their employees. The quarters built by the Cawnpore Improvement Trust last year were all occupied by the employees of a local cotton mill. It is understood that the Trust

intend building additional quarters during 1933.

Hours of Employment. - As in the previous year, the majority of factories worked up to the maximum limit allowed by the Act. 59 factories worked 48 hours a week, 36 between 48 and 54 hours, while 350 factories worked more than 54 hours. Labour was plentiful in all districts during the year.

Welfare Work. - The report shows that a slight progress was visible in welfare work during the year under review. A co-operative credit society with a membership of over 500 was started for the benefit of the Elgin Mill workers. The granting of pensions to long service men or their widows was continued in the Elgin Mill and specific grievances of workmen were looked into as a part of the welfare work. Most of the large sugar factories, established during the year, have a resident doctor and a dispensary and several of them have provided ~~pay~~ playing fields for their employees. The East Indian Railway Locomotive and Carriage and Wagon Workshops, Lucknow, now have Welfare Committees, which meet monthly and dispose of matters brought forward by the various delegates. Both the Harness and Saddlery Factory, Cawnpore, and the Allahabad Arsenal Workshops now have a Labour Bureau, which are said to be working smoothly.

(The Working of the Indian Factories Act in U.P. during the year 1931 is reviewed at pages 24-26 of the July 1932 report of this Office.)

Working of the Workmen's Compensation Act in C.P. & Berar, 1932.\*

Award of Compensation under Section 10. - 12 applications relating to fatal accidents, 5 to permanent disablement and 2 to temporary disablement, in all 19 applications, were pending at the beginning of the year. The numbers filed during the year were, respectively, 20, 11 and nil; and two were received by transfer from the Commissioner, Bengal, making a total of 52 applications for disposal. One was transferred to the Commissioner, Allahabad, for disposal, 2 were dismissed for non-appearance, 1 summarily dismissed under Rule 21, 9 admitted by opposite party, 5 allowed ex parte, 6 allowed in full or in part after contest, and 8 dismissed after contest, leaving 20 applications pending at the close of the year. The number of contested applications rose from 5 in 1931 to 14 in 1932.

\* Report on the Administration of the Workmen's Compensation Act (VIII of 1923) in the Central Provinces and Berar during the Calendar year 1932. - Nagpur: Government Printing, C.P. 1933. Price - As.14. pp. 9.

Distribution under Section 8. - There were 8 distribution proceedings pending at the commencement of the year; the number of proceedings filed during the year was 24 and one was received by transfer from the Commissioner, Bengal. Of these 33 cases, 4 were transferred to the Commissioners of other provinces, 27 were otherwise disposed of and 2 were pending at the close of the year.

Employers' Returns under Section 16. - According to the annual returns furnished by the employers, there were 185 persons involved in accidents for which compensation was paid during the year, of which 14 resulted in death, 21 in permanent disablement and 150 in temporary disablement. The compensation paid was Rs. 4,948-15-6 for fatal accidents, Rs. 5,149-1-9 for permanent disablement and Rs. 2,233-0-6 for temporary disablements. No minors were involved in accidents and no cases of occupational diseases were reported.

It is remarked that workmen in the Central Provinces are beginning to understand, to a certain extent, their rights under the Act while in Berar the provisions of the Act are not as widely known as they ought to be.

(The Working of the Workmen's Compensation Act in the C.P. & Berar during 1928 was reviewed at pages 30-31 of our August 1929 report, that during 1929, at pages 41-42 of our July 1930 report and that during 1930, at page 39 of our August 1931 report).

Whitley Recommendation re. Appeals in regard  
to Conditions of Service: Views of the Railway Board.

It will be remembered that the Royal Commission on Labour made a recommendation that channels for appeal in regard to conditions of service of railway employees should be made uniform (vide Recommendation No. 144 Pages 164 & 504 of the Whitley Report). According to the Department of Industries and Labour, Government of India, the Railway Board do not consider it necessary to insist on uniformity in the matter. The Board prefer that each Railway should be left to develop a system best suited to local requirements.

*(H. E. M. S. Ry Employees' Union  
Bulletin, vol. II - No. 5 - June 1933)*

Number of Factories. - according to the report, the number of factories on the register at the close of the year under report was 1,615, an increase of 12 compared with the previous year. 62 factories were brought on to the register and 50 were crossed off, those crossed off having in all cases closed down permanently. The number of factories that worked during the year was 1,487, as against 1,471 in the previous year, an increase of 16. Of these, 1092 were perennial and 395 were seasonal concerns. Of the 1,487 factories on the register, 65 were Government and Local Fund factories, 128 were textile factories (17 cotton, 15 Hosiery, 94 jute mills and 2 silk mills), 225 engineering factories, 661 food, drink and tobacco factories (330 rice mills and 288 tea factories), 111 chemical and dyes factories, 94 paper and printing works (86 printing and book-binding concerns), 51 factories concerned with processes relating to wood, stone and glass, 6 leather and tanning factories, 107 gins and presses and 28 miscellaneous factories.

Number of Operatives. - The world wide depression which continued through out the year under review is reported to have affected trade conditions in Bengal more seriously than in the previous two years. At the close of the year the total number of operatives employed in registered factories was 454,007 as compared with 480,439 in 1931, a decrease of 26,432. The jute mills alone showed a decrease of 13,975 operatives, following on a decrease of 59,888 during the previous year. The following table shows the reductions in the number of employees which have taken place in the principal industries:-

	Number of operatives.		Decrease.
	1931	1932	
Jute mills.	268,289	254,314	13,975
Jute presses	29,259	29,017	242
Railway workshops	28,917	27,655	1,262
General Engineering works.	21,455	18,113	3,342
Ship-building & engineering.	11,796	7,915	3,881
Iron & steel smelting and rolling mills.	6,716	4,249	2,467
Ordnance factories.	5,569	4,714	855
Kerosene-tinning & packing.	4,292	3,360	932.

Women and Children. - A further decrease in the number of women factory workers is recorded, the average daily number employed in registered factories at the close of the year being 59,508 (permanent factories - 52,514; seasonal factories - 6,994), as against 61,947 in 1931 i.e., a decrease of 2,439. This represents a decrease of approximately 4 per cent following on a decrease of 16 per cent in the previous year. Two thirds of the total female factory labour in the province are jute mill workers, the number employed in the mills during the year being 40,294, as against 42,254 in the previous year, a decrease of 1,960, or approximately

\* Government of Bengal - Annual Report on the Administration of the Indian Factories Act in Bengal for the year 1932 - J.B.McBride, A.M.I.Mech.E. Chief Inspector of Factories, Bengal (Offg.) - Calcutta; Bengal Secretariat Book Depot. 1933. Price Indian, Rs.3; English 5s.3d. - pp.80

4½ per cent. During the year 37 instances of illegal employment of women were detected, but on two occasions only was it deemed necessary to prosecute.

The average daily number of children employed in registered factories at the close of the year was 5,087 (permanent factories - 3,673; seasonal factories - 1,414), as against 7,281 in the previous year, a decrease of 2,194. In 1925 the jute mills employed approximately 26,500 children, whereas today they employ only 1,515. The continuous fall in the number of children employed is reported to be due to the policy of employing adults in place of children, the number of children employed having decreased during the past year by almost 55 per cent. Consequently it would appear that child labour in jute mills will very soon be a thing of the past. Two ~~or~~ more mills have dispensed entirely with child labour, leaving 19 mills only, out of a total of 94, still employing children. 41 instances of illegal employment of children were detected during the year and on 11 occasions prosecution proceedings were instituted.

Inspections. - During the year a total of 3,155 visits were made by inspectors of this department to registered factories, and 239 to unregistered concerns. 812 factories were visited once, 247 twice, 137 three times, and 208 more than three times. 83 factories were not inspected. As usual, a considerable number were surprise visits made outside legal working hours for the purpose of detecting illegal employment. The figures also include 738 special visits for investigation into complaints, enquiry into accidents, collection of statistics, etc.

Working Hours. - According to the report, there was little change to record in the hours of employment in the principal industries. The jute mills worked the short 4-day week of 40 hours, and the cotton mills the full 6-day week of 60 hours. Cotton is the only industry in the province apparently unaffected by the collapse in trade. Various methods have been adopted by employers to tide over the period of depression, the most common being reductions in the number of workers, but, in some cases, factories have been compelled to close either wholly or partially. Generally speaking, the state of trade during the year has removed the incentive to work illegal hours, and, consequently, the records of inspection show a considerable decrease in the number of infractions of the labour provisions of the Act. The majority of the irregularities were found in the small factories, and chiefly refer to illegal employment on Sundays, the employment of persons contrary to specified hours, and non-posting of the notice showing the working hours of the factory.

On the position in regard to "contract" labour in the ship-building and engineering industry, and in the jute-pressing industry, the factory inspection department submitted a comprehensive note to Government during the year and, it is understood, the whole question of "contract" labour is being given due consideration in the framing of the new Factories Act.

Wages. - The report states that continuance of the trade ~~imp-~~

depression has resulted in still further reductions in wages rates. Although the average decrease since the commencement of the depression is estimated to be not greater than 10 per cent., the total earnings of industrial workers have been seriously affected by shorttime working, irregular work, and unemployment. Practically the only industry of any importance in which wages rates have not been materially affected, is the tea industry. In this industry, however, work has been very intermittent and, in many instances, has only been provided with the object of enabling the labour to earn sufficient for bare living necessities, and to retain it on the garden.

Standardisation of Wages in Jute Industry. - One of the recommendations of Labour Commission was that the jute industry in Bengal should take early steps to investigate the possibility of standardisation of wages rates both for time and piece work. During the year under review the Indian Jute Mills' Association discussed this recommendation and appointed a special sub-committee to deal with the question. The sub-committee after careful consideration came to the conclusion that nothing can be done in the direction of general standardisation covering all the mills. They have recommended that the possibilities of zone agreement should be kept prominently in mind, and that as opportunities present themselves, every endeavour should be made to bring the rates paid to the different grades of workers in the same districts as far as possible into line. As a result of the suggestions and recommendations, made by the committee, attempts have been made to standardise wages in the groups of mills in the Titaghur, Rishra-Serampore, and Baidyabati areas.

Housing Conditions. - The report points out that there was a general curtailment of housing programmes, coincident with falling trade, there has, however, been a steady decrease in the number of persons employed, and therefore, in many cases accommodation which a year or two ago was considered barely sufficient, is now more than adequate to meet the needs of the reduced labour force. Some developments worth mentioning did take place here and in spite of the prevailing trade depression. Generally, the housing improvements effected have been confined to repairs to existing houses, provision of additional tube-wells, repairs of small extensions to bathing and washing facilities, and additional water taps. In connection with the housing accommodation provided for labour employed in tea factories, the position has not improved. It has not been possible, for financial reasons, to carry out programmes for the building of well-constructed houses. With few exceptions all new houses erected have been of the kutchha type and, generally, have been built to replace old houses which had become dilapidated and uninhabitable.

Welfare Work. - Welfare work in Bengal industrial concerns showed some progress during the year, though several notable schemes were held up because of lack of funds. New welfare centres were opened in several mills and great improvements were effected in the existing ones. A co-operative credit society in which the employees are share holders, was started by the Bengal Chemical Works for the benefit of their workers. The Kulti Iron Works, near Asansol, built and equipped an up-to-date hospital complete with operating theatre for their employees. The lady doctor who was

appointed by the Jute Mills Association in 1931 to carry out the survey of the mill area submitted his report during the year (For summary of the report, vide pages 54-58 of the January 1933 report of this Office). But, owing to the financial difficulties of the mills, the consideration of the proposals made in the report was postponed.

Prohibition of Infants in Mill Premises. - During the year, the powers to prohibit the presence of infants and young children within factory buildings, conferred by section 19A of the Factory Act, were applied to jute mills, cotton mills and jute presses. The dangers of accident and the prejudicial effect on their health from the dust and fluff-laden atmosphere had long been realised, but until recently any attempt to interfere with a long and firmly established custom would undoubtedly have resulted in serious labour disturbances. As a result of the present trade depression, however, the supply of labour now greatly exceeds the demand and therefore the same need for countenancing the practice no longer exists. The necessary orders, therefore, were issued, and were made effective as and from the 1st June. The general approval and acceptance of the order by mill managers was a factor which contributed largely towards the smoothness with which it was carried into effect.

Leprosy Clinics. - Reference was made to the establishment of leprosy clinics in several jute mills in the last years report. As a result of a leprosy survey of the jute mill areas carried out by the School of Tropical Medicines, a proposal that three specially trained sub-assistant surgeons should be appointed to supervise the anti-leprosy work of the mill doctors was submitted to the Indian Jute Mills Association for their consideration. On account of the expense involved, however, the Association could not see their way to adopt the proposal and, in consequence, the School of Tropical Medicines suggested the following alternative, which would not require any additional expenditure on the part of the mills:- That courses of special training in leprosy for jute mill doctors, each lasting one week, be organised at suitable centres; That arrangements be made for the treatment of leprosy by the mill doctors. This alternative was ~~xxx~~ accepted by the Association. Accordingly five courses of instruction, which were well attended by the mill doctors, have been held in different parts of the mill area.

Welfare Work in Tea Gardens. - With regard to welfare work in tea gardens, it is reported that, although the majority of the gardens have been able to continue the benefits introduced a year or two ago, it has not been possible, for financial reasons, to further improve or augment them, whilst in some of the small Indian-owned concerns, maternity benefit has been suspended entirely.

Sanitation. - The report states that, though the general level of sanitation was satisfactory, the Inspectorate had to confine their orders to remedy minor defects, as it was realised that orders involving heavy expenditure necessitated for effecting radical improvements in sanitation would be beyond the means of most of the industrial establishments concerned. The report states that, in so far as jute mills and other large factories were concerned, in spite of reduced staffs and depleted funds, sanitary conditions

have not deteriorated, and in some few instances were improved. In regard to the smaller factories, however, particularly those located in Howrah and mufassal districts, financial stringency necessitated considerable reduction in staffs, and consequently, expenditure in connection with sanitation and cleanliness was reduced to the barest minimum. In many districts, conservancy arrangements were totally inadequate, or more often conspicuous by their absence, hence radical improvement in the sanitary condition of such concerns was not possible. Generally, the orders issued by the Inspectors referred mainly to lime-washing, removal of rubbish and filth from factory premises, petty repairs to latrines and cleaning down of factory premises. The Amendment of rules 33 and 34 of the Bengal Factories Rules, to which reference was made in last year's report, came into force during the year under review. The report shows that no difficulty has been experienced in their application. Plans for 24 septic tank latrines and one activated sludge plant were approved by the Director of Public Health in 13 factories. The Bhatpara sewerage scheme referred to in previous reports was completed during the year. By means of this scheme, the sewage will not be disposed of in an inoffensive manner, but also will be broken up into three useful by-products, viz, good manure, power gas and clean water.

Ventilation. - Although some improvement in ventilation has been effected during the year under review, the bad design and unsuitability of the majority of the buildings occupied by the smaller factories was an obstacle to all-round progress. Generally, the orders issued by Inspectors were confined to the provision of additional ventilators and windows, the installation of exhaust fans, and the removal of obstacles which interfered with the free circulation of air. Attention was given to the question of dust removal in many factories as a result of which an elaborate dust extraction plant was installed in the Gramophone company, Dum Dum. An endeavour was also made to devise some inexpensive means of trapping the dust generated by the huller and fanning machines in rice mills so as to prevent its discharge into the atmosphere.

Safety. - According to the report, the safe-guarding of machinery becomes better every year and as mentioned in last year's report, the managers express an increasing willingness to act in accordance with the Act. Instructions to fence are, as a rule, fairly well carried out and prosecutions for default, although numerous, are few as compared with the instances of compliance. The necessity for an instructive handbook on the protection of machinery and general matters concerning the safety of factory operatives was commented on in last year's report. During the year, a book of this type entitled "Safety in Factories" was compiled, and was published in the month of November and copies of it were widely circulated.

General Health. - The general health of factory operatives is reported to be satisfactory. There was no epidemic during the year but malaria was prevalent in all districts. As regards the workers in tea gardens, anti-malarial measures were adopted in

several tea gardens ruined by Europeans. In most of the Indian-owned gardens, however, no attempt has been made to combat the propagation of the disease.

Accidents. - The total number of accidents reported during the year from registered factories in Bengal was 3,009, as against 3,313 in the previous year. Of these 3,009 accidents, 29 were fatal, 875 serious and 2,105 minor, which record a decrease of 7 fatal, 97 serious and 200 minor, accidents from the previous year's record. The accident rate per thousand persons employed is 6.63, as compared with 6.89 in the previous year.

Allegations of Forced Labour in  
Delhi Villages & Tharparkar District, Sind.

References were made in several of our monthly reports to the allegations that have been made from time to time of the existence in this country of conditions of service verging on forced labour or slavery. It will be remembered that the Government of India denied the existence of such conditions in India in the course of *the* discussions on forced labour at the 12th and 14th sessions of the International Labour Conference. In spite of the denial, allegations of the existence of forced labour are still being made. Below are given details about two such cases, the first one relating to *ertain* villages in Delhi Province and the second to the district of Thar-Parkar, Sind.

Forced Labour in Delhi: Commissioner's Denial. - A deputation of 19 members of the Depressed Classes of Delhi waited upon Mr. A.H. Layard, Deputy Commissioner, Delhi, on 15-8-33. One of the demands of the depressed classes was that the illegal system of begar (forced labour) that is in vogue in the villages be abolished. The Deputy Commissioner, in reply, is understood to have stated that the system of begar was not in vogue in Delhi Province and that, if any case of it were brought to his notice, action would be taken.

*(The Statesman, 16-8-33)*  
Bhils in Thar-Parkar District, Sind. - The Statesman of 13-8-33 publishes a summary of a report made by Mr. Bhadra Shankar M. Bhatt, a social worker of Bombay, who recently had occasion to visit the district of Thar-Parkar, Sind, in connection with the operations of the Peoples Flood Relief Committee of Hyderabad, Sind, on the conditions of life and work of the Bhils of the Thar-Parkar district. The following are the main points of the report:-

The Bhils of this area number about 50,000. The tract in which they live is more or less barren and there are no towns in which these people can secure suitable wages by industrial labour. Consequently, they are forced to eke out a miserable existence by taking to rural handicrafts and minor cottage industries and even for pursuing such occupations some small monetary outlay is necessary. The rich money-lenders of the district are exploiting the poverty-stricken condition of the Bhils by advancing small sums to them, often on the mortgage security of the person of the breadwinner himself or of his children, and exacting in return unconscionable work from the poor people under conditions which almost verge

slavery. The miserable condition of the Bhils came to light when a body of social workers had occasion to visit the district in 1930 in connection with certain flood relief operations. Since then a few work centres have been started in the area where work on decent wages is being found for about 2,000 Bhils in the spinning and weaving line.

Tea Districts Emigrant Labour Act, 1932:

To Come into force from 1-9-1933.

Reference was made at pages 9-13 of our March 1932 report and at page 8 of our November 1932 report to the Tea Districts Emigrant Labour Bill, 1932. The Bill was introduced in the Legislative Assembly on 11-3-1932, was passed by the Assembly on 23-9-32 and the Act received the Assent of the Governor General on 8-10-1932 (For the text of the Act, vide pages 59-68 of Part IV of the Gazette of India dated 15-10-1932). It is notified in the Gazette of India of 5-8-1933 that the Act will come into force from 1-9-1933. The text of the Tea Districts Emigrant Labour Rules framed under the Act is published at pages 778-799 of Part I of the Gazette of India dated 5-8-1933.

Factory Administration in C. P. & Berar, 1932\*.

Number of Factories and Inspection. - During the year under review the total number of factories registered under the Act rose from 911 to 930, the increase being mainly in the seasonal factories, viz., rice mills and cotton ginning and pressing factories. The

\* Report on the Administration of the Indian Factories Act, 1911 (Act XIII of 1911), as modified up to the 1st June 1926, in the Central Provinces and Berar, for the year 1932. Nagpur: Government Printing, C.P. 1933. Price Re.1-8-0. pp.3 + 49.

The number of factories actually at work showed a slight rise from 734 to 743, of which 633 were seasonal and 110 perennial. It is reported that no factory remained uninspected during the year. The expert inspectors were responsible for 1,450 inspections and the District Magistrates and additional inspectors for 321, as against 1,342 and 241 respectively in the preceding year. 216 factories were visited once, 243 twice, 158 thrice and 126 more than three times.

Number of Operatives and Conditions of Labour. - The average number of persons employed daily in factories declined from 64,386 to 61,627 of whom 40,710 were men, 19,869 women and 1,048 children. The decrease was particularly noticeable in the ginning and pressing factories and the Gun Carriage Factory as a result of trade depression and retrenchment. The wages of skilled and unskilled labourers continued to indicate a downward trend due to falling prices. Ten strikes occurred in four cotton spinning and weaving mills at Nagpur, Fulgaon, Jubbulpore and Ellichpur; of these four lasted for periods varying from 11 days to over four months, while the remainder were of very short duration.

Health of Operatives and Welfare Work. - The general health of the operatives is reported to have been on the whole good. Factory dispensaries treated 201,784 cases as against 170,248 in the previous year. The housing accommodation remained much the same as in the preceding year. About 225 babies were cared for in creches attached to six cotton mills and one pottery works. The provisions of the Central Provinces Maternity Benefit Act, 1930, are now well known to all female operatives in the perennial factories and benefits amounting to Rs. 12,394 were paid to 605 women. Two cotton spinning

and weaving companies continued to carry on well organized welfare work with good results. Owing to financial depression no further advance was made in this direction. 552 children received primary education in factory schools as against 765 in the previous year, the decrease being due to the general fall in the employment of child labour.

Accidents and Prosecutions.- There was a decline in the number of accidents which fell from 308 in 1931 to 252 in the year under report. Of these, four were fatal, 35 serious and 213 minor. ~~The~~ sum of Rs. 4,703 represent the total amount of compensation paid under the Workmen's Compensation Act. Prosecutions were instituted for 121 offences as against 61 in the preceding year, 72 of which resulted in convictions. In four cases the accused were acquitted and in the remaining 45 cases were pending at the close of the year.

(The Factory Administration Report of the C.P. and Berar for 1930 was reviewed at pages 28-29 of our August 1931 report and that for 1931 at pages 19-21 of our September 1932 report).

INDUSTRIAL ORGANISATIONEmployers' Organisations.Railway Administration in India under the Reforms:Constitution of Railway Authority.

Simultaneously with the session of the Joint Select Committee on Indian Constitutional Reforms which recently concluded its sittings, two committees, one on the constitution of a Statutory Railway Board and the other on <sup>the</sup> creation of a Reserve Bank for India, were holding sittings in London. The text of the proposals for the future administration of Indian Railways, as approved by the Statutory Committee on the subject, was recently made available to the press. The main feature of the proposals of the London Conference is the creation of an expert body of seven members who will exercise power through an executive presided over by a Chief Commissioner. The President of the body, called the Railway Authority, will be appointed by the Governor-General in his discretion. The Authority will administer the railways subject to the control of the Federal Government and the Legislature. The Conference was divided on the question whether there should be communal representation on the Railway Authority. The Hindu and Muslim members of the Central Legislature at the Conference supported representation on a communal basis. The following is a brief review of the main provisions of the proposals:-

Constitution of a Railway Authority. - 1. Subject to the control of policy by the Federal Government and the Legislature a Railway Authority will be established and will be entrusted with the administration of the railways in India and it will exercise its powers through an executive body constituted for the purpose. 2. The Railway Authority will consist of seven members. The Committee is divided on the question whether (a) three will be appointed by the Governor-General in his discretion and four by the Governor-

General on the advice of the Federal Government or (b) all will be appointed by the Governor-General on the advice of the Federal Government. The seven members so appointed are to be possessed of special knowledge of commerce, industry, agriculture and finance or to have had extensive administrative experience. The members of the Authority will hold office for five years but will be eligible for reappointment.

As regards the question of communal representation <sup>on</sup> ~~the~~ the Railway Authority, the members were divided in their views. Sir Phiroze Sethna, Mr. Anklesaria, Sir Manubhai Mehta and the European members of the Committee, while they would welcome an Authority representative of all the interests and all the communities so far as is compatible with efficiency, do not consider that any special provision should be made in the statute for the establishment of the Railway Authority on a communal basis.

Railway Executive. - At the head of the railway executive there will be a Chief Commissioner who must possess ~~an~~ expert knowledge of railway working and will be appointed by the Railway Authority subject to the confirmation <sup>by</sup> the Governor-General. A Financial Commissioner will be appointed by the Governor-General on the advice of the Federal Government. The Railway Authority, on the recommendation of the Chief Commissioner, may appoint additional Commissioners who must be chosen for their knowledge of railway working.

Duties of Railway Authority. - 1. The Railway Authority will be responsible for the proper maintenance and efficient operation of all State managed and company managed railways. Provision will be made for safeguarding the existing right of the companies working under contracts with the Secretary of State-in-Council and it will be the duty of the Railway Authority to refer to the Secretary of State any matters in dispute with the companies which, under the terms of those contracts, are subject to the decision of the Secretary of State-in-Council or which may be referred to arbitration. 2. After meeting expenses from receipts, the Railway Authority is to dispose of surplus, if any, in accordance with the direction of the Federal Government. 3. To submit revenue estimates annually to the Federal Government which will in turn submit them to the Federal Legislature. These estimates are not subject to vote, but if the revenue estimates disclose the need for a contribution from the general revenues a vote of the Legislature will, of course be required. 4. To submit programmes of capital expenditure to the Federal Government for approval by the Federal Legislature. 5. To regulate the classification of the posts in the Railway Services or State-worked lines in British India and to determine conditions of recruitment and service. (A few important reservations have been made on this question). (6) To furnish the Federal Government with such information as it may desire, and (7) to publish an annual report dealing with general administration and annual accounts.

Recruitment and Staff Control. - As the rules relating to these subjects are of special importance to labour interests they

*below*  
are given in greater detail:-

The Railway Authority is to recruit to the railway services subject to any special instructions that are issued by the Government to secure the adequate representation of the various communities. In regard to the framing of rules to regulate the recruitment of the superior Railway Services the Public Service Commissioners will be consulted. The Railway Authority will be empowered, subject to the powers of the Governor-General, in the exercise of his special responsibilities and subject to the safeguarding of the rights of all the officers in the service at the time of the establishment of the Railway Authority, to regulate by rules or by a general or special order the classification of the posts in the Railway Services or State-worked lines in British India and the methods of recruitment, the qualifications for appointment to the service, conditions of service, pay and allowances, provident fund benefits, gratuities, discipline and conduct of those services, ~~to make such delegations, as it thinks fit in regard to the appointments and promotions, to the authorities subordinate to it and to create such new appointments in the State Railway Services in British India as it may deem necessary or to make to the authorities subordinate to it such delegations as it thinks fit in regard to the creation of new appointments.~~

Road-Rail Competition. - Should any question arise involving a conflict of interest between the various authorities in British India responsible for the railways, water-ways and roads as competitive means of transport, a commission will be appointed by the Governor-General to ascertain the views of all the interests concerned and to report with recommendations to the Federal Government whose decision shall be final.

Safety Regulations. - The Federal Government shall lay down the regulations for safety on all the Indian railways and one of the Departments of the Federal Government other than that responsible for transport and communications shall be responsible for the enforcement of such regulations subject, in the case of the Indian States, to the provisions of their respective instruments of accession.

Railway Rates Disputes. - The maxima and minima rates and fares shall be fixed by the Railway Authority subject to the control of the Federal Government. Any individual or organisation having a complaint against a railway administration under the control of the Railway Authority in respect of any matters which may at present be referred by the Railway Department to the Railway Rates Advisory Committee may have the matter referred, under such conditions as the Federal Government may prescribe, to the Advisory Committee to be appointed by the Federal Government. Before the Federal Government passes any order on the recommendations of the Advisory Committee it shall consult the Railway Authority.

*(The Times of India, 9-8-33)*

The scheme has evoked great opposition in Indian nationalist circles. The editorial article of the Hindu dated 9-8-1933 is reproduced below as it clearly sums up the objections of Indian

nationalists to the new railway administrative machinery:

"Among the noticeable defects in the report of the conference on the proposals for the creation of a Statutory Railway Board Authority are its failure clearly to define the relations of the different parts of the machinery which ~~ix~~ it has proposed to set up <sup>and</sup> as the resultant anomalies concerning effective control of the administration of the railways in the country. First come the Federal Government and the Minister of Communications. It is suggested that these authorities would have power to lay down the policy for the Railway Authority. What part, if any, the federal legislature will have in the formulation or the shaping of the policy and how this function is to be exercised by it is not clearly stated. The legislature will be approached, so far as we are able to gather, on one or two occasions only. The Minister will present — <sup>do</sup> nothing more than ~~do~~ that — the estimates of the Railway Authority — for information presumably — to the legislature. The other occasion on which the Railway Authority will be obliged to approach the legislature will be when it has to call upon it to make good a deficit, whenever it occurs, in the working of the railways, or when it requires money for capital expenditure. The legislature, in other words, will be called upon to pay the piper, but to somebody else is reserved the right to call the tune. This is perhaps the most surprising part of the whole scheme formulated by the Committee".

"We fully recognise the need for placing the railways beyond the reach of politicians to make sport of. If the Committee's recommendations meant that, were they adopted, the only result would be that politicians would cease meddling with the day-to-day details of administration and thereby prevent the evils of patronage and lobbying, we should have welcomed them. But they go further and place the railways virtually beyond the purview of the legislature and are calculated to prevent it from doing its duty by the tax-payer and the country in respect of the railways".

"The whole power will be concentrated in or rather distributed among three authorities each independent in its own sphere and so devised as to make the harmonious execution of a national programme exceedingly difficult. The Federal Minister may convene special meetings of the Railway Authority to discuss questions of policy with it and even preside over its meetings, but he cannot vote at its business meetings. The Federal Government may give directions to the Railway Authority on questions of policy which the latter is bound to obey, but, so far as we can gather, there are no means open to the Federal Government to see that their policy is being faithfully or efficiently carried out. The Railway authority's power is supreme in the sphere assigned to it, namely, administration, a sphere indefinitely wide. If it enters into some stupid contract with some firm, we do not see how the Federal Government could prevent it. The Railway Authority will be a body created by statute — we are not told whether it is to be by parliamentary enactment or by an act of the Indian legislature — and within its sphere its powers will be absolute. It is not provided that the legislature should pass its budgets; and the Railway Authority can therefore get on without approaching the legislature if only it manages to avoid deficits".

"The fact is that unless the Government give up certain of their obsessions, there can be no satisfactory solution of the problem. To avoid the administration of railways being drawn into the whirlpool of politics, it is not necessary to deprive the legislature of the powers of control and supervision over the railways which inhere in it. It is enough to see that it has no right over patronage and that it does not meddle in the details of administration calculated to affect the fixing of rates and fares or of interfering in the grant of particular contracts. We do not see any harm in insisting that the railway budget should be discussed and passed by the legislature. That procedure will give an opportunity to the legislature to exercise control over railway policy without meddling in railway administration"

40th U.P.A.S.I. Conference, Bangalore, 1933.

The 40th session of the United Planters' Conference of Southern India was held from 14 to 16-8-1933 at Bangalore under the presidency of Mr. R. Fouke, the Chairman of the U.P.A.S.I. A number of important matters connected with the tea, coffee and rubber industries were discussed at the Conference and resolutions <sup>were</sup> passed on them. Mr. Fouke, the President, in his opening address reviewed the conditions in the various planting industries during the past year and dealt at length with the Tea Export Restriction Scheme which has been recently outlined by the Government. The following were the principal points dealt with by Mr. Fouke:†

Ottawa Preference not very helpful.- At the Ottawa Conference that sat in 1932 certain reciprocal ~~tariff~~ tariff adjustments affecting trade relations between India and other countries within the Empire, including the United Kingdom, were agreed upon. Our hopes that the preference given to ~~India~~ India would largely eliminate foreign-grown tea and coffee on the London market were, however, not fulfilled.

Tea Export and Production Restriction Schemes.- The scheme is the most important attempt that has ever been evolved on the part of tea producers to rectify the calamitous position into which the industry had fallen. It will also ensure the distribution of improved tea to the consumer. The prohibition of exports, except under licence, is now in operation and a Bill will be moved in the Assembly in September 1933 implementing the connected conditions of the scheme. ~~That with the strong Indian export restriction~~  
We trust the Bill will have a smooth passage. The proposed scheme for restriction of tea production is a necessary adjunct of the export scheme, if we are to protect the industry in a glutted market in India, as was the case in London prior to the introduction of the restriction of exports scheme. It is a necessary corollary to the ultimate success of the former scheme. From the newspapers it is apparent that there is a small section of our community opposed to both schemes. In legislating for such an enormous and widespread industry it is impossible to meet the particular requirements of each individual or even of each district. Opposition to the restriction of production may jeopardise the future of the tea industry and the beneficial results already being experienced may be neutralised.

Conditions in the Coffee Industry.- With regard to coffee this problem has suffered during the past year, but in no sense as badly as tea and rubber. Those of us who are coffee planters should do our utmost to keep abreast of the times and by propaganda work, both out here and in Europe, should endeavour to combat the

South American menace which is <sup>contracting</sup> ~~contracting~~ our markets, The preferential tariffs agreed to in Ottawa should do something towards assisting the coffee industry; but, every effort should be made through the Government of India to increase these tariffs. The restriction of coffee production proposed at the World Economic Conference is a move in the right direction.

Flight of Rubber.- The rubber industry has been the worst sufferer among the products represented by our Association, but recently, however, the market price has taken a considerable turn for the better. The responsibility for this is no doubt due to the decrease in stocks during the past year. The introduction of a scheme for the restriction of the exports of rubber on somewhat the same lines as the Restriction of Tea Exports' Scheme has been mooted more than once recently; and, if the difficulties attached to the proposal can be overcome, the rubber-growing industry would be re-established. There are indications of the clouds lifting on the financial horizon and signs of a world trade revival which would reflect on our products and justify one in taking a more optimistic outlook on the future than has been possible for some considerable time.

(The Hindu, 14-8-1933)

After the presidential address, Mr. W.K.M. Langley, Planting Member in the Madras Legislative Council, and Mr. F.E. James, M.L.A. addressed the Conference on the political situation, <sup>and</sup> ~~the~~ attitude of the European community to Indian political reforms. Mr. Langley stressed the need for a strong central political organisation for Europeans. He said that when the new constitution is working strong parties will emerge and among these parties none will be stronger than the enormous agricultural interests which when they wake up will refuse to be exploited any longer in the interests of a few millionaires in Bombay and Calcutta. When that awakening takes place, the European planting interests with a strong political organisation should be able to play a great part as an influential section of the agricultural interest. Mr. F.E. James pointed out that the new constitution of India would <sup>not</sup> ~~be~~ passed until the Autumn of 1934 at the earliest. This would only make provincial autonomy possible in 1935. This would give the European community the time to complete and strengthen <sup>it</sup> ~~their~~ political organisation <sup>in</sup> ~~on~~ the provinces and at

the centre, and every effort should be exerted to make this effective. The transition period would not be easy, but with good-will and far-sightedness they should find themselves in a strong position to meet the new conditions in a Federated India.

The following are some of the more important of the resolutions adopted by the Conference:-

Reduction of Tea Crops.- The ~~United~~ United Planters Association of Southern India regretted that certain companies and estates had so far refused to agree to the scheme for reduction of tea crop and hoped that in view of the grave situation which would undoubtedly occur, if the very large potential supplies of tea bound to be available without restriction, were thrown on the Indian market they would agree to join the scheme.

Mr. C.R.T. Congreve, who moved the resolution made out a strong case for restriction. He said that taking the crop likely to be harvested in India this year, there would certainly be an excess of 80 million lbs. after exports and very probably the figure might amount to 120 million lbs. It would be quite impossible for all this tea to be absorbed in India. The present consumption in the country was estimated at 65 million lbs. Under the proposed scheme for the restriction of crops, 59 million lbs. would be made available for sale in India, from which  $4\frac{1}{2}$  million lbs. would have to be deducted, as this amount would be exported over the land-frontiers. The final figures would therefore be  $54\frac{1}{2}$  millions or an increase of 3 million lbs. over the present consumption in India. The Indian Tea Cess Committee had come to the conclusion that due to the present economic condition of the country, sales had not increased to any large extent and after careful consideration, the authorities in Calcutta had come to the conclusion that 3 million lbs. would be ample to cover any excess required in this country. Unless restriction was brought into force, it was perfectly evident that they would see a glut in the Indian market. It could not possibly consume 80 or 120 million lbs. with the result that prices must fall and possibly large quantities would become unsaleable. The Government should not hesitate to let the Indian Tea Control Bill to go through. The speaker insisted that it was up to every planter in India to co-operate to save the Indian market. In Northern India a very large percentage of planters had agreed to the restriction of crop but in the South the response had not been as good. The present resolution was tabled to try and get those estates, which had not already done so, to agree to the restriction of crops.

Advances to Labour.- This Association (U.P.A.S.I.) urges all owners and agents, Europeans and Indians, of tea, coffee, and rubber estates to co-operate to reduce advances to labour to a maximum of Rs.10, in view of the necessity of falling into line with the recommendations of the Royal Commission on Labour.

Speaking on the resolution, Mr. F.E. James said that there was under the contemplation of the Government of India legislation which sought to do away with the system of advance to labour. The speaker

represented to the India Government that the question was engaging the attention of employers and that it would be better if the abolition was one of gradual evolution. The proposed Bill had therefore been delayed and the speaker might have to give the Government some proof that the employers were themselves moving in the right direction in regard to the question. The passage of the present resolution would enable the speaker to tell the Government that there was no need for drastic legislation and that efforts were being made to arrive at a mutual agreement between the employers and the employees.

Greater Preference for Empire Coffee.- The Association is of opinion that the preference of 9sh.4d. per cwt. granted to Empire Coffee in the markets of the United Kingdom under the Ottawa Agreement is wholly inadequate to meet the abnormal competition from Central America, where the over-production of coffee and the accumulation of stocks and depreciated currencies were leading to measures for dumping in the United Kingdom and Empire markets. The Association would therefore request the Government of India to convey to the Government of the United Kingdom the inadequacy of the preference under the particular Article of the Ottawa Agreement and to request His Majesty's Government to grant an increased preference which should be equivalent to 18sh.8d. a cwt., as early as possible.

Import Duty on Rubber Hose, etc.- This Association requests the Government of India to empower the Local Governments to issue ~~its~~ licences for the import of sulphate of copper and rubber hose for a bonafide agricultural purpose, mainly spraying, ~~xxx~~ such licences to allow the specified quantity of sulphate of copper and rubber hose to be imported free of duty from Empire countries and 10 per cent from others.

Mail-tainting of Tea Samples.- That the Planting Member be requested to approach the competent authority with reference to the mail-tainting of tea samples despatched from South India to London and to attempt to get such steps taken as might be necessary to ensure the mails being stowed away from cargo liable to affect them.

Empire Marketing Board.- This Association views with alarm the proposal to abolish the Empire Marketing Board, and presses the Government of India to use every endeavour to get the British Government to reconsider the situation in view of the vast importance of its work and the Indian agriculturist.

Motor Taxation.- This Association resolves that the attention of the Government of Madras be invited to the desirability of devising some more equitable form of taxation on all motor vehicles using the public roads in the Madras Presidency.

(Summarised from reports of the proceedings of the Conference published in the Hindu of 14, 15 and 16-8-1933).

# Workers' Organisations

## 8th M. & S.M. Railway Employees' Conference, Madras, 1933.

The 8th annual session of the M. & S.M. Railway Employees' Union was held at Madras on 29 & 31-7-33 under the presidentship of Mr. V.V. Giri.

Mr. Jannadas M. Mehta, President, All India Railwaymen's Federation, who formally opened the Conference, in his opening address said:

The most important issue before the Union during the last twelve months was the question of retrenchment and the consequent prospect of wide spread unemployment. The tendency to dismiss unemployment as a cyclical phenomenon was to be deprecated, as new forms of unemployment, such as geographical or structural unemployment and technological unemployment, tended to make unemployment conditions chronic. The remedy was a reduction of working hours without reductions in wages. A six hours working day, a thirty-hours working week and retirement at the age of fifty with provision for the future were the best measures to reduce the incidence of unemployment.

Mr. S.K.N. Iyengar, Chairman of the Reception Committee, in his opening address said:

The hopes of the workers that the Whitley Commission's recommendations would be accepted at least in regard to those subjects involving no financial commitments were receding. The Railway Board had not been showing an encouraging attitude in regard to the maintenance of industrial peace. The developments with regard to the recent M. & S.M. Railway strike show that the Industries Department of the Government of India had not only failed to make proper use of the Trade Disputes Act but had helped the perpetuation of the present reactionary legislation with the addition of more reactionary provisions.

It was regrettable that a State owned railway like the M. & S. M. Railway, which was comparatively more remunerative than others, was still withholding the proper enforcement of the Washington Hours and Geneva Weekly Rest Conventions and the introduction of measures like Educational Assistance Rules for inferior service and daily rated workers, etc, which had already been adopted in unremunerative lines like the N.W.R. Strategic railways.

It was necessary that the Union should strengthen its social activities. The subject of social insurance, in particular, should receive greater attention than hitherto. For carrying through the programme of the workers in the legislature it was desirable that a Labour Party should be formed in the Madras Presidency.

Mr. V.V.Giri, the President, in his presidential address reviewed the activities of the Union in the preceding year and dealt with the chief problems awaiting its attention. The following is summary of the address:-

The whole period under review had been occupied by an incessant struggle against the staff reduction policy of the M.& S.M.Railway Administration. The Railway Administration resorted to every weapon to sabotage the struggle. The part played by the Government was reprehensible. In spite of the fact that the struggle dragged on for months, in spite of the fact that questions were raised in the House of Commons to make use of the conciliation machinery provided in the Trade Disputes Act, the Government adopted the policy of "wait and see".

Reviewing the course of the recent M.& S.M.Railway strike, Mr. Giri drew the following conclusions:-

That Trade Union action was extremely limited in its usefulness when dealing with an unreasonable or a reactionary employer; that recognition of Trade Unions should be compulsory and a machinery of works Councils composed of Trade Union representatives should be statutorily established and empowered to investigate and enquire into staff questions and negotiate with the concerned employer; that the existing Trade Unions Act and Trade Disputes Act should be scrapped and a better legislation substituted which would make recognition of registered unions compulsory, which would establish Statutory Councils, which would make it obligatory on the part of the Government to appoint a Court of Inquiry or a Conciliation Board on the application of an aggrieved party to a dispute without pleading any excuse as has been done in the case of M.& S.M. Railway trade dispute; that legislation for reduction of hours of work for the purpose of absorption of surplus staff without affecting the standard of living of the workers, and compensation to the staff adversely affected by rationalisation methods were immediately necessary; and wrongful discharge, such as for Trade Union membership, etc., must be made criminal by amending the Penal Code; and that there was a definite need for re-organisation of Trade Union activities as at present conducted, in order that the future struggle might be carried on with renewed vigour and great solidarity for the achievement of the workers' ultimate goal, viz., the Socialistic State.

Finally, Mr. Giri urged that there was imperative need for the formation of a Socialist Party in India to protect the interests of the workers.

(The Hindu - 29-7-33)

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

The Conference ratified the decision of the Central Council of the Union to launch legal proceedings against the Citizens'

Committee and the Agent of the M. & S.M. Railway for breach of the terms of the strike settlement. (for details of this strike see Section "Conditions of Labour" in our October, November & December 1932 and January 1933 reports).

The conference viewed the reactionary decision of the M. & S.M. Railway Agent that no railway employee should hold the General Secretaryship of the Union as a serious attack on the fundamental right of association of the workers and resolved that the Union should secure the cancellation of the restriction; and, while asking the Railway Administration to reinstate Mr. G. Krishnamurti, urged upon the Government to so amend the present Trade Union legislation as to make it illegal for an employer to coerce a worker by threats or other forms of intimidation into not joining a Trade Union or holding positions of trust and responsibility, therein. (For details regarding Mr. Krishnamurti's dismissal see pages 33-35 of our July 1933 report).

The conference approved of the decision of the Executive to affiliate the Union with the National Trades Unions Federation. It recorded its opinion that the present lack of co-ordinated effort between various Unions was detrimental to the interests of the workers and requested the National Trades Union Federation to organise a branch in each province to form a nucleus of a Socialist Party in the respective areas under the control of the Federation.

The conference was of opinion that the workers' interests had been jeopardised and endangered by want of proper representation in local bodies and in the legislatures and by not securing sufficient positions of vantage in such institutions as the Urban Banks, Co-operative Stores, Staff Benefit Societies, institutes and other similar welfare organisations, and that, therefore, the conference directed the General Secretary to obtain the views of the branches on the desirability of capturing those bodies and to place their views before the Central Executive of the Union.

The conference accorded its support to the resolution proposed to be moved in the Madras Corporation by Mr. S. Satyamurti for a well-planned scheme for housing homeless workers in the city and suggested the association of workers' representatives on the special ~~xxxx~~ committees that may be formed by the Corporation for the purpose.

The conference resolves that a Committee should be appointed to prepare a well-planned social insurance scheme.

Progress of Trade Unionism in India, 1931-32\*

Registered and Unregistered Trade Unions. - The statistics given below relate only to trade unions which are registered under the Trade Unions Act of 1926. The registration of trade unions, it may be stated, is not compulsory and although there is an increasing resort to registration, there are still a large number of unions which apparently regard the benefits of registration as an insufficient return for the obligations which are imposed on registered trade unions by the Act. There~~s~~, in Bombay, according to the Labour Gazette for February 1933, the total number of unions in the Bombay Presidency in the quarter ending the 1st December 1932 was 102 with a membership of 111,354 out of which only 48 unions with a membership of 73,701 were registered. In Burma, a considerable number of unions are reported to have been formed in 1931-32, but there is still only one registered union in the Province.

Difficulty in getting Returns. - The report states that there were no indications of any abatement in the difficulties experienced by the Registrars of Trade Unions in the various Provinces in securing the annual returns of income and expenditure, membership etc. which the registered trade unions are required to submit under the provisions of the Act. The Bombay report points out that out of 38 unions borne on the register only five submitted their returns by the prescribed date and that the majority of the returns received were not in order and had therefore to be returned for rectification

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\* Note on the working of the Indian Trade Unions Act, 1926 during the year 1931-32 with comparative statistics for 1930-31 and 1931-32. Delhi: Manager of Publications. Price As.8 or 10d. pp.6

involving protracted correspondence. Similar complaints were made by the Registrars of Trade Unions in Madras, Bengal, the Central Provinces and the Punjab. Out of 131 registered unions existing on 31-3-1932, statistics were available for the year under review only in respect of 121 unions.

Number and Membership of Registered Unions. - A considerable rise in the number of registered unions and their membership was recorded during the year under report. There were 131 registered unions at the close of the year under report with a membership of 235,693 as compared with 119 unions and 219,115 members at the end of the previous year. Of the 131 unions only 121 submitted returns during the year. Increases in the number of unions were registered in Bengal, the Central Provinces, Delhi, Madras and the Punjab, the greatest increase being in Madras where the number of registered unions rose from 17 in 1931-32 to 23 at the end of the year under review while the membership of the registered trade unions in the Presidency rose from 36,876 to 42,402. There were decreases in recorded membership in Ajmer-Merwara, Bombay, Burma, Delhi, and United Provinces. The decrease in Ajmer-Merwara and Delhi was due to the failure of certain unions to submit their annual returns, while decrease in Bombay was due to the cancellation of registration of certain unions which became defunct or failed to submit returns. In the United Provinces, there has been a substantial decline in the number of members of unions of railway employees.

Trade Union Activity in different Trades. - The following table shows the number and membership of registered trade unions from which returns were received classified according to industries:-

Branches of industry.	1930-31		1931-32.	
	No.	Membership.	No.	Membership
1. Railways (including railway workshops and other transport).	28	127,689	26	127,123
2. Tramways.	3	2,148	4	2,438
3. Textiles.	16	19,153	21	26,310
4. Engineering.	3	812	4	598
5. Printing Presses.	5	2,534	3	1,440
6. Municipal.	10	3,094	8	2,829
7. Seamen.	5	46,094	6	54,403
8. Docks and Port Trusts.	6	5,458	7	5,646
9. Miscellaneous.	30	12,133	42	14,906
Total.	106	219,115	121	235,693
Number of women members. ..		3,151	..	3,454

Provincial Distribution. - The following table shows the number and membership of registered trade unions in the various provinces as on 31-3-1931 and 31-3-1932:-

Province.	No. of registered unions.		Membership of unions for which returns were received.		Increase + Decrease -
	1931	1932.	1931 (a)106 *	1932 (a)121*	
Ajmer-Merwara.	2	2	1,779	54	- 1,745
Bengal.	24	28	73,956	81,725	+ 7,769
Bihar and Orissa	3	3	36	1,378	+ 1,342
Bombay	38	32	75,214	68,306	- 6,908
Burma	1	1	106	56	-50
Central Provinces.	7	10	4,331	6,788	+ 2,457
Delhi.	3	4	4,043	3,482	- 561
Madras.	17	23	36,876	42,402	+ 5,526
Punjab	18	22	9,931	21,627	+ 11,696
United Provinces.	6	6	12,843	9,895	- 2,948
<b>Total.</b>	<b>119</b>	<b>131</b>	<b>219,115</b>	<b>235,693</b>	<b>+ 16,578</b>

\* (a) These figures denote the number of unions from which returns required under the Indian Trade Unions Act were received.

Size of Unions. - Of the 121 unions from which returns were received, 3 had a membership of over 20,000 (79,935 members), 4 had a membership between 10,000 and 20,000 (62,286 members), 1 between 5,000 and 10,000 (5,630), 14 between 2,000 and 5,000 (44,358), 10 between 1,000 and 2,000 (14,149), 23 between 500 and 1,000 (15,953), 15 between 300 and 500 (5,881), 31 between 100 and 300 (6,533) and 20 below 100 (968). The largest number of unions, as in the previous year, was in the group of unions with a membership of 100 to 299.

General Progress during 1931-32. - The report shows that ~~stringency, xxxxxxxxxx~~ in spite of continued financial stringency, some progress ~~as~~ was visible in the trade union movement in India during 1931-32. As compared with the previous year, the membership of the unions which submitted returns rose from 219,115 to 235,693 their yearly total income from Rs.407,379 to ~~Rs.~~ Rs.478,265, and the balances in hand from Rs.377,189 to Rs. 545,690. In Burma, the utility of combination is reported to be becoming generally recognised among the workers, particularly amongst cargo workers in Rangoon and owners of motor-buses. The internal dissensions in the unions representing seamen in the Bengal Presidency continued during the year resulting in the creation of new unions in the case of deep-sea

seamen. In Madras, the chief feature noticed in audit reports is the heavy arrears of subscriptions due to the unions from their members.

Organisation of Women Workers.- According to the report, the progress of organisation among women workers in India continues to be slow. There has been a slight increase in the membership of women in registered trade unions during the year, the number being 3,454 as against 3,151 in the previous year.

General and Political Funds. - The income and the closing balance of the general funds of registered trade unions for the last five years were as follow:-

Year.		Income during the year.	Balance at the end of the year.
		Rs.	Rs.
1927-28	..	163,581	160,578
1928-29	..	316,863	294,301
1929-30	..	432,638	311,765
1930-31	..	407,379	377,189
1931-32	..	478,265	546,690

As is seen from the above figures, the financial position of the registered trade unions showed some advance on the previous year. The receipts for 1931-32 give an average income of Rs.4,518 per union and of Rs. 2-5-1 per member as compared with Rs.3,842 and Rs.1-13-8 respectively in 1930-31 and Rs. 4,973 and Rs.1-13-7 respectively during 1929-30. The National Union of Railwaymen of India and Burma, Bombay, continued to maintain its political fund which had a membership of 1,206 and a balance of Rs. 604 at the close of the year. The E.B.Railway workers' Union, Bengal, which was registered on the 14th September 1931, started a political fund with contributions made by six of its members.

The Indian Trades Union Act, 1926. - The Act remained unchanged during the year.

(The Note on the working of the Indian Trade Unions Act during 1930-31 was reviewed at pages 40-43 of the June 1932 report of this Office).

Provincial Labour Parties Formed in Madras and U. P.

Reference was made at pages 36 to 37 of our November 1932 report to the formation of an All India Socialist Party with its head-quarters at Bombay. The Party, it will be remembered, was

formed by Jammadas M. Mehta, despite the warning given by Mr. N.M. Joshi against diverting trade union activity into political channels. The idea of organising political socialist parties in order to safeguard labour interests under the new constitution has found favour among labour leaders in the country and two conferences were held during July last with the specific object of forming such parties, one at Cawnpore on 2 & 3-7-1933 and the other at Madras on 30-7-1933. Details regarding the two conferences are given below:

Cawnpore Conference. - The labour Conference held at Cawnpore on 2 & 3-7-1933 under the leadership of Maulana Hasrat Mohani with the object of considering ways and means of organising agricultural workers and industrial labourers to form a political party in the United Provinces for safeguarding their interests under the new constitution. ~~The conference~~ was presided over by Dr. Mohammad Ashraf, who, in the course of his presidential speech, declared that the need of the hour was organisation of labour and agrarian interests and the middle-class unemployed under a single fold. The conference then decided to form a party called the "U.P. Labour Party" with the following Office-bearers: Dr. Mohammad Ashraf — President; Messrs B.N.Sanyal and R.S.Tiwari — Vice-presidents; Mr. Mohindranath — General Secretary; ~~Mr~~ Hafiz Mohammad Siddiq — Treasurer. The office of the Party is to be located at Moradabad.

Madras Conference. - <sup>(The leader, 8-7-33)</sup> The organisers of the Madras Conference were Messrs. T.V.Kalyanasundara Mudaliar and V.M.Ramaswami Mudaliar (The latter, it will be remembered, was one of the advisers to the Indian Workers' delegate to the 15th I.L.Conference.). Several trade unions in the Presidency were represented at the Conference which was presided over by Mr. K.Bhashyam Iyengar. Mr. V.V.Giri,

addressing the Conference supported the idea of forming a party for political action and declared that such a party would tend to bring about solidarity, discipline and union among the various labour organisations in the Presidency. The Conference was also addressed by Mr. Jammadas M.Mehta who read out a manifesto issued by the Provisional Committee of the All India Socialist Party and suggested that the Party which was being organised at Madras should be affiliated to or started as a branch of the All India Socialist Party. It was decided to start the Party under the name "Provincial Labour Party, Madras" with powers to cooperate or coalesce with any other party. A committee was appointed to examine the draft constitution of the Party drawn up by Mr. V.N.Ramaswamy Mudaliar, and to prepare the necessary rules and regulations and to submit its report by 14-8-1933. (The Standard, 11-7-33)

Economic Conditions.Crisis in Indian Textile Industry:Negotiations with Japan and Lancashire.

References were made in our April 1933 report and the succeeding reports to the effects of Japanese competition on the ~~prim~~ piece goods market in India. A short resume of the position till the beginning of August 1933, developments during the month under review and certain other details regarding the textile industry of India are given below:-

Resumé of Textile Situation.- As a result of complaints regarding Japanese dumping of cotton piece goods in India representations for imposing additional duties on Japanese cotton imports were made by ~~the~~ textile interests in the country. The Government of India thereupon ordered a Tariff Board Enquiry on the problem in July 1932 (vide pages 49-51 of our July 1932 report). The Tariff Board reported in August 1932, and the Government of India, accepting the Board's recommendations, raised on 30-8-1932 the ad valorem duty on cotton piece goods, not of British manufacture, from 20 to 50 per cent (vide pages 50-53 of our August 1932 report). As the exchange value of the Yen in terms of the rupee continued to fall since the import duties were raised, no real protection was afforded to the industry and the cotton millowners continued to agitate for further protection. Consequent on this, the Legislative Assembly passed on 10-4-1933 the "Safeguarding of Industries Act, 1933" by which power was given to the Governor General to impose at discretion duties on imports by executive orders. Further, six months' notice of termination of the Indo-Japanese Trade Convention of 1908 was also given at that time. The notice of termination of the trade treaty and the passing of the "Anti-Dumping Act" were resented by

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~~the~~ Japanese textile interests who threatened to boycott Indian raw cotton. The Japanese Government, however, decided to open negotiations with the Government of India for the regulation of the export of Japanese goods to India on a quota basis (vide pages 48-52 of our April 1933 report). The difficulties of the textile industry were accentuated during May 1933, a state of affairs which found reflection in the large number of strikes and mill closures reported during the month (vide pages 40-42 and pages 18-19 of our May 1933 report). On 6-6-1933, not a day too soon, the Government of India announced the anxiously awaited increase of specific import ~~and~~ duties on piece goods. The announcement evoked a storm of protests from the Japanese textile interests who, in retaliation, put into execution the threat of boycotting Indian raw cotton referred to earlier. (vide pages 51-54 of our June 1933 report). Vague rumours of the deputation of a Japanese Government delegation to India to negotiate a new trade treaty which were current during May and June took more definite shape in July (vide pages 48-49 of our July 1933 report).

Developments during August 1933.- The anticipated trade negotiations between the Governments of Japan and India became a certainty and the personnel of the two delegations ~~were~~ published in the press. The Japanese delegation is to consist of Mr. S. Sawada, Minister Plenipotentiary and Mr. Terao, Chief of the Commerce Department with the Government of Japan, supported by eleven advisers of whom eight are officials and three representatives of Japanese industries. The Government of India is to be represented by Sir Joseph Bhore and Sir Frank Noyce, Members in Charge of <sup>the</sup> Commerce and the Industries and Labour Departments respectively, supported by a complement of advisers. The Japanese delegation is expected to reach Simla by 21-9-1933 and the negotiations are to be carried on

soon after their arrival.

Tripartite Discussions: India, Japan and England.- Simultaneous tripartite discussions between representatives of the textile industries of England, India and Japan will take place at Simla in September. These discussions will relate to the trade possibilities of the Indian market in respect of all classes of textiles and of the British colonial market in which India is interested. This conference is the outcome of an invitation extended by Mr.H.P.Mody of the Bombay Millowners' Association to English Millowners while he was in England recently. <sup>The</sup> following is the personnel of the British delegation to the tripartite discussions:- (1) Sir William Clare Lees, Director and Ex-President of the Manchester Chamber of Commerce, (2) Mr.S.S.Hammersby, M.P., and Member, General Committee of the Federation of Master Cotton Spinners' Associations, (3) Mr.Richard Houghton one of the Lancashire representatives to the Ottawa Conference, (4) Mr.F.Longworth, Vice-President of the Blackburn Manufacturers' Association, (5) Mr.Augus Campbell, and (6) Mr.Raymond Streat, Secretary, Manchester Chamber of Commerce. The Japanese representatives are:- (1) Mr.K.Iyoshi Inouye, Chief of Commercial Affairs Section, Kanegafuchi Spinning Company, (2) Mr.Ichiro Kawaguchi, Secretary, Japan Cotton Spinners' Association, (3) Mr.Ken Arimoto, Chief of Commercial Department, Toyo Spinning Company, (4) Mr.Keitaro Ono, Kanegafuchi Spinning Company, and (5) Mr.Ceizo Kurata, Director, Nihon Spinning Company. (*The Hindustan Times, 17, 8-33*).

The British Industrial delegates have asked the Government of India that they may be permitted to take advantage of the opportunity afforded by their presence in India to make representations to the Government of India. The Government of India have replied expressing readiness to hear and consider any representations that they may wish to make. In all probability the representations will only be in the nature of evidence which will be taken into consideration when the Government of India formulates its decisions on the result of the official negotiations with the Japanese Government.

Views of Cotton Growers and Consumers.- (*The Statesman 18-8-33*) The forthcoming negotiations are being watched with mixed feelings ~~of~~ by the cotton growers, millowners, and the general public of the country. The boycott of Indian raw cotton by Japan has hit Indian cotton growers badly and attempts are being made to present the case of the cotton

growers for consideration in the course of the negotiations. The Hindu of 1-8-1933 sums up the case of the cotton growers as follows in ~~the~~ an editorial article on the recent session of the Madras Cotton Growers' Conference:

"As a rule, both the primary producer and the ultimate consumer present their case either too late or feebly and in consequence suffer. It is the duty of the Government to see that in all measures involving an increase in the rate of protective duty the interests of these less vocal classes are given due ~~consideration~~ attention. The second reason why the cotton growers are alarmed is that since the Government declared their intention to pass an anti-dumping law, the Japanese have proclaimed an effective boycott of Indian cotton and that in consequence a great set back in cotton prices has occurred. If the process of the decline of prices continues, then, the cotton-growers hit hard as they have been by the general depression, may be faced with little less than ruin. What the Madras Cotton Growers Conference demands is that the Government should now setp in and take measures to arrest this decline either by coming to an understanding with Japan or by finding alternative markets for Indian cotton in Lancashire or elsewhere. There is no need for India to go on bended knees before the Japanese delegation for a market for Indian cotton. Nor may it be to our advantage to place as the Conference suggests, an embargo on the import of foreign cotton, ~~if with that cotton the Indian mills are able to utilise Indian cotton to a larger extent than otherwise.~~ But there are other methods less humiliating and by no means less effective whereby the interests of the cotton growers might be protected. We have never minimised the importance of Japan as a market for Indian cotton; but we have equally no doubt that ultimately Japan will realise that India is of at least equal value to her as a valuable customer."

(The Hindu, 1-8-1933).

The public too is restive as to the probable outcome of these negotiations and views Mr. Mody's initiative in bringing about the tripartite non-official discussions with a great amount of misgiving. The fear is too strong that the manufacturers of the three countries will form an "unholy alliance" possibly to the disadvantage of the consumers and other interests. "Indian Finance", Calcutta, has ~~xxx~~ warned the millowners~~xxx~~ against the adoption of the slogan "Bombay and Lancashire First" for "India First".

Cotton Textile Industry Protection (Second Amendment) Bill.-  
The Government of India have, in the meanwhile, introduced on 28-8-1933 a Bill according sanction to continue till March 1934 the existing protection already given to the cotton textile industry.

The text of the statement of objects and reasons appended to the Bill is given at pages 53-54 of this report.

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Among the newspaper cuttings sent with the present report, is included a separate batch of cuttings labelled "Conditions in the Cotton Textile Industry".

P.S. The Cotton Textile Industry Protection (Second Amendment) Bill, introduced on 28-8-1933 was passed by the Legislative Assembly without a division on 6-9-1933.

Protection for Steel: Tariff Board Inquiry.

Reference was made at page 36 of our May 1933 report to the intention of the Government of India to hold an enquiry into the question of granting further protection to the Indian Steel industry as the present protection afforded to it expires in March 1934. The Steel Industry (Protection) Act, 1927, contemplates the appointment of a Board of Inquiry as to the extent, if any, to which it is necessary to continue the protection. The Government of India have decided, according to a notification published in the Gazette of India of 26-8-1933, (Part I page 841), that the prescribed statutory inquiry should be undertaken by the Tariff Board and the following terms of reference have been framed for its guidance:

(a) The Board is requested to re-examine the measures of protection now enjoyed by the steel industry under the Steel Industry (Protection) Act of 1927, as subsequently amended by the Wire and Wire Nail Industry (Protection) Act of 1932 and the Indian Tariff (Ottawa Trade Agreement) Amendment Act of 1932 and to report in respect of each protected article whether it is still necessary to continue the protection and if so whether the existing measure of protection should be increased or diminished or whether the manner in which the protection is conferred should be altered.

(b) In dealing with the wire and wire nail industry the Board will bear in mind the considerations set forth in paragraphs 3, 4 and 5 of its 1931 report on the wire and wire nail industry and will consider whether the first of the conditions prescribed by the Indian Fiscal Commission in paragraph 97\* of its Report is now satisfied.

(c) The Board will also be at liberty to examine the claims for the protection of industries making iron and steel products which do not come within the scope of the present acts and to report whether, having regard to the principles laid down in paragraph 97 of the report of the Indian Fiscal Commission, such claims should be admitted and if so the nature and extent of the protection that should be given.

\*Note. - Paragraph 97 of the Fiscal Committee's Report states that the Tariff Board, in dealing with the claims to protection should satisfy itself that three conditions are fulfilled namely:-

That the industry must be one possessing natural advantages such as an abundant supply of raw material, cheap power, a sufficient supply of labour, or a large home market. It must be ensured as far as possible that no industry will be protected which will become a permanent burden on the community.

The industry must be one which, without the help of protection either is not likely to develop at all or is not likely to develop so rapidly as is desirable in the interests of the country.

The industry must be one which will eventually be able to face world competition without protection.

### Cotton Textile Industry Protection (Second Amendment) Bill, 1933.

The Government of India introduced in the Legislative Assembly on 28-8-33, a Bill further to amend the Cotton Textile Industry (Protection) Act, 1930. The following is the Statement of Objects and Reasons for introducing the Bill.

By the Cotton Textile Industry (Protection) Act, 1930, protective duties were imposed on cotton piece-goods for a period of three years in order to give the cotton mill industry in India temporary shelter against foreign competition. By the same Act the operation of the duty imposed by the Indian Tariff (Cotton Yarn Amendment) Act, 1927, was extended for a further period of three years on account of the unfair competition arising from the prevalence of inferior labour conditions in China. These duties were due to expire on the 31st March, 1933, but were extended up to the 31st October, by the Cotton Textile Industry Protection (Amendment) Act, 1933 (vide pages 41-42 of our March 1933 report) pending formulation of the decision of the Government of India on the Tariff Board's Report regarding continued protection to the cotton mill industry.

\* Note. - The duties imposed were as follows:-

(A) Plain grey that is not bleached or dyed in the piece, if imported in pieces, which either are without woven headings or contain any length of more than nine yards which is not divided by transverse woven headings:-

- i) Of British manufacture: Ad valorem 15 per cent or 3½ annas per lb., whichever is higher.
- ii) Not British manufacture: Ad valorem 20 per cent or 3½ annas per lb., whichever is higher.

(B) Others:-

- i) Of British manufacture: Ad valorem 15 per cent.
- ii) Not British manufacture: Ad valorem 20 per cent.

These rates were modified in August 1932 and in June 1933. (Xixx for details, vide pages 50-52 of August 1932 report and pages 51-54 of our June 1933 report).

As a result of the denunciation by India of the Anglo-Japanese Convention of 1904 in April last, the question of the conclusion of a new commercial agreement between India and Japan has arisen and representatives of the Government of Japan are shortly expected (in September 1933 for details vide pages 47-51 of this report), in India to initiate discussions with the Government of India in this matter. In view of these impending discussions, the Government of India are of opinion that they should not proceed to give legislative effect in the present session to their conclusions with regard to the Tariff Board's Report on the cotton textile industry since they may require radical alteration in the light of any agreement which may be eventually reached. The Bill accordingly proposes to continue the existing protection granted to the industry by the Cotton Textile Industry (Protection) Act, 1930, as subsequently amended, for a further period up to the 31st March 1934.

(Part V of the Gazette of India dated 2-9-1933.  
page 133).

Note. The Bill was passed by the Assembly on 6-9-1933.

Employment & Unemployment.Industrial Training in Delhi:Work of Office of Government Surveyor of Industries.

The problem of unemployment is acute in Delhi Province as elsewhere. As early as 1925, the Government had appointed a Surveyor of Industries, one of whose principal duties is to organise industrial training for the unemployed youth of the Province and to take all other necessary steps for reducing the incidence of unemployment. In January 1932 a move was made to make record of the unemployed in the Province and a Register of the unemployed was opened. (vide pages 48-49 of our January 1932 report). The following account of the activities of the Office is taken from an interview recently given by Mr. Mehtab Singh, Government Surveyor of Industries, Delhi Province, to a Statesman representative. (Statesman, 16-8-33).

General. - The chief activities of the Office are the following:- (1) the maintenance of an unemployment Register (2) Maintenance of an Industrial Laboratory. (3) Imparting of training in suitable industries. (4) The stimulation of cottage industries.

Unemployment Register. - The work of the Office in this respect was described in our January 1932 report (see pages 48-49).

Industrial Laboratory. - Industrial research, experiments and analysis for exploring possibilities of setting up new industries which do not require much capital is regularly carried on in the laboratory.

Industrial Training. - The laboratory and the work carried on there furnish a useful field for imparting industrial training to unemployed youths. A five-year programme for the development of industrial and technical education in the Province is being worked out at present, care being taken to give effect, wherever possible, to the recommendations of the Whitley Commission. Up to now about 100 youths have been trained in the laboratory in a wide range of profitable minor industries, such as the manufacture of toilet requisites, perfumes, hair dyes, varnishes, inks, mirrors, dry batteries etc. Of the present batch of six undergoing training four are graduates in science. Advice on technological and

industrial matters is also given free to applicants.

Cottage Industries. - The Office pays particular attention to the development of cottage industries as they play an important part in the economic life of the province. The lowest strata of society, the Harijans or depressed classes, stand particularly to benefit by this side of the Office's work. It is estimated that the leather-tanning and leather-working industries alone are the hereditary occupations of 70,000 of these Harijans.

As a first step in the development of cottage industries, an organization known as the Industrial Co-operative Society has been started with the Government Industrial Surveyor as the ex-officio President. The Society has been able to render assistance to the people in the supply of raw materials and in the marketing of the finished products in Delhi Province and the neighbouring districts. Work is done in calico-printing, hosiery-knitting, toy-making, spinning and weaving, carpet-making and the manufacture of toilet preparations, perfumes, disinfectants, etc.

From the results achieved and the experience gained by the work of the Office, the Surveyor of Industries is of opinion that in tackling the unemployment problem India, in one sense, is in an advantageous position. India is an essentially agricultural country and, unlike other countries where industries have reached saturation point, there is great scope for expansion of industries in India. Therefore, if the situation is wisely handled, a great reduction in the incidence of unemployment could be effected. A very reassuring feature, according to the Surveyor, is that the old-time prejudice of the middle classes against manual labour is slowly disappearing. The youths that go to him for help are drawn from all classes - the illiterate people who seek manual labour jobs, boys with high-school education who take to the minor industries, and university men who generally take up research work with a view to setting up some occupation or other requiring industrial and technical skill.

(The Statesman, 2-27-33)

All-Bengal Unemployed Youths' Conference, Calcutta.

An All-Bengal Unemployed Youths' Conference was held at Calcutta on 22-8-1933 under the presidentship of Mr. D.P.Khaitan. The following is a summary of the points made out by Mr. Khaitan in his address:

Nature and extent of Unemployment in Bengal. - The Committee of the Indian Chamber of Commerce, Calcutta, made an attempt recently and found, on the basis of the census figures of 1931, that the total number of unemployed in Bengal was about  $8\frac{1}{2}$  millions. It is estimated that the educated unemployed in Bengal would not be less than 100,000. It is obviously necessary that new avenues of employment should be discovered. The demand that is often made for a communal distribution of appointments at the disposal of the Government, municipalities, etc. is no solution. Such appointments are necessarily limited in number, and, therefore it is necessary to find out methods by which a larger number of persons can find employment.

Economic Position of the Masses. - The standard of life in India has always been very low. But during the last few years it has become lower still. Statistically investigated the position is found to be that, after deducting the quantity of food grains consumed by the agricultural classes, the annual average harvest value of the crops in Bengal in the decade 1920-21 to 1929-30 was about Rs. 720 millions. The monetary liabilities of the agriculturists for rent, cess and interest amounted to about Rs. 280 millions. They had thus a free purchasing power of about Rs. 440 millions per annum. In the year 1932-33, the harvest value of such crops in Bengal fell to about Rs. 320 millions. The fixed monetary liabilities of the agriculturists continued to be the same as before, viz., about Rs. 280 millions. It is obvious that if the agricultural classes that constitute 77.3 per cent of the population which numbers ~~is~~ 51,087,338 paid their liabilities, they would be left without any purchasing power whatsoever.

Reduction of Exchange Ratio. - The Government should not stand on prestige on the question of the exchange value of the rupee, but lower it so as to give immediate relief to the country. Necessity requires that the exchange ratio be reduced to 9 d. instead of maintaining it at 18d. That will have the effect of doubling the prices of agricultural commodities. When that happens, trade will become brisk, there will be more people employed, and many industries can be successfully started. If and when the world prices rise, the exchange may be allowed to rise also, so that people may not suffer due to too high prices. In case Government be not prepared to agree to ~~an~~ demand for 9d. exchange, the least that should be done is to lower it to 12d. which will open the possibility of a 50 per cent rise in the price of agricultural commodities.

Industrialisation of the Province. - Bengal should not rest satisfied with mere production of raw materials. Since, however, large-scale industries were out of the reach of the masses, especially of the unemployed section of them, the starting of middle-sized and cottage industries in addition to agriculture was alone possible. While appreciating the interest recently evinced by the Government of Bengal in the development of the cottage industries of the Province, Mr. Khaitan remarked that the programme of the Government was quite insignificant as compared to the vastness of the unemployment problem. The Province requires measures more extensive than what have been adopted, and such as would be readily adaptable to the temperament and the needs of the people. The scheme should embrace within its scope the removal of the difficulties which cottage and small industrialists experience in purchasing materials and selling their goods. It should be capable of being worked in close co-operation with the Departments of Industries, Agriculture and Co-operative organisations. The distance that at present exists between the people and the nation-building departments of the Government should disappear.

Taking all these ideas into consideration, the best method would be to establish central institutions in each sub-division of the province. These central institutions should be able to provide workshops where people may be employed on daily wages and at the same time get suitable training to enable them to start manufactures at their own homes,. Such independent manufacturers can also be assisted by the persons in charge of the central institutions <sup>are responsible for</sup> in the purchase of materials and marketing of manufactured goods. The necessary finances for the scheme <sup>are</sup> to be found by lowering the exchange value of the rupee.

The Conference passed a number of resolutions based mainly on the suggestions contained in the president's address.

Public Health.Industrial Housing in Ahmedabad:Millowners to Build 1000 Tenements.

References were made in the earlier reports of this Office to a scheme for providing better housing accommodation to the workmen of Ahmedabad City, submitted by Mr. Gulzarilal Nanda, Secretary, Ahmedabad Textile Labour Association, and which has been accepted by the Ahmedabad Municipality. It will be remembered that the Ahmedabad Millowners' Association was not in favour of the Municipality initiating any housing scheme, as according to the Municipal plan the venture was to be financed by increase of the Municipal duty on cotton and iron imports into Ahmedabad. (vide pages 53-54 of our May 1930 report). The income available to the Municipality at present from taxation of mill managements amounts to Rs. 1,80,000. If the Municipality's housing scheme <sup>is</sup> to be accepted by the Government an additional yearly tax burden of Rs. 40,000, it is estimated, will have to be borne by the millowners. The Millowners' Association in order to avoid this recurring drain made representations to the Government of Bombay not to sanction the Municipality's scheme and intimated as an alternative its readiness to launch a huge housing scheme of its own. As a result, the Government have agreed to withhold sanction to the municipal housing scheme provided the millowners undertook to build 1,000 workers' tenements in the course of three years. The millowners ~~ag~~ have agreed to the proposal and have now drawn up a scheme the details of which are given below.

The scheme is to float a limited company with a nominal capital of Rs. 5,00,000. Each mill is to take a minimum of 50 shares of

Rs. 100 each. As the whole of the capital is to be invested on building and land it is expected to fetch an interest of four to five per cent. The company is to be styled "The Ahmedabad Mills' Housing Society". The work of the construction of the tenements, the recovery of rents and the distribution of dividends, is to be vested in the Company through a Board of Directors to be elected from among the shareholders. The Millowners' Association thinks that the loss of interest on the capital so invested is likely to be a mere trifle. The Association has asked the Government for 100 acres of land for the proposed housing scheme.

*(The Times of India, 25-8-33)*

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Agriculture.

Agricultural Statistics of India, 1930-31.\*

The following information regarding the agricultural statistics of India for the year 1930-31 is taken from Vol. I of Agricultural Statistics of India, 1930-31. This annual volume is the forty-seventh of the series started in 1886 with statistics for 1884-85. The year to which the returns relate ends on 30th June, this being the generally recognised agricultural year, except in Assam where the year ends on 31st March and in the Central Provinces and Berar where it ends on 31st May.

Total Area and Population of India. - The total area of India is 1,824,000 square miles, or 1,167,081,000 acres with a population of 353 millions according to the census of 1931. This may be divided as follows:-

	Acres	Population
(1) British Provinces (including Indian States within the political jurisdiction of Local Governments and Administrations).....	745,524,000	285,993,000
(2) Indian States having direct political relations with the Government of India....	370,612,000	64,198,000
(3) Certain specially administered territories in the North-West Frontier Province (Tribal areas, etc) not included under (1).....	16,239,000	2,102,000
(4) British Baluchistan (including administered areas).....	34,706,000	464,000
Total.....	1,167,081,000	352,757,000

\* Department of Commercial Intelligence and Statistics, India. - Agricultural Statistics of India 1930-31 Vol. I. - Area, Classification of Area, Area under Irrigation, Area under Crops, Live-Stock, Land Revenue Assessment and Harvest Prices in British India. - Published by order of the Governor-General in Council. - Delhi: Manager of Publications 1933. Price Rs.8-4 or 14s. pp.xxi+379

No returns of agricultural statistics are prepared either for item (3) certain specially administered territories in the North-West Frontier Province, or for item (4) British Baluchistan.

Total Area of British India. - The total area of the British Provinces (item 1 above) shown in this volume - 745,524,000 acres or 1,165,000 square miles - includes 76,179,000 acres, with a population of some 15 millions, belonging to Indian States, which are within the political jurisdiction of Local Governments and Administrations. Thus, deducting 76,179,000 acres belonging to Indian States from the total area of 745,524,000 acres included in British Provinces the remainder, 669,345,000 acres ~~included in British Provinces~~ represents the area of British territory according to professional survey. The agricultural statistics are, however, prepared in a number of provinces or parts of provinces from "village papers" prepared by the village accountants for the purpose of assessment and collection of land revenue. The Area of British India, according to these village papers, amounts only to 667,522,000 acres, as against 669,345,000 acres according to professional survey.

Classification of Area of British India. - The area of 667,522,000 acres is, for the purpose of Agricultural Statistics, classified as shown below.

	Acres (1,000)	Per cent
Forests. . . . .	87,962	13.2
Not available for cultivation. . . . .	146,810	22.0
<sup>1</sup> Culturable waste other than fallow . . . . .	154,017	23.1
Current fallows. . . . .	49,618	7.4
Net area sown. . . . .	229,115	34.3
<b>Total.</b>	<b>667,522</b>	<b>100</b>

The net area actually sown with crops during 1930-31 was therefore 229,115,000 acres, or 34 per cent of the total area, as against 228,161,000 acres in the preceding year. If, however, areas sown more than once during the year are taken as separate areas for each crop, the gross area sown in the year of report amounts to 261,913,000 acres, as against 260,681,000 acres in the preceding year.

Provincial Distribution of Sown Area. - The proportion of the net sown to total area and the number of population per 100 acres of sown area in each province are stated below:

	Proportion of sown to total area.	Population per 100 acres of sown area.
Delhi. ..	56 per cent	307
United Provinces.	52 "	136
Bengal	48 "	214
Bihar and Orissa	46 "	154
Punjab	44 "	88
Bombay	41 "	67
Central Provinces and Berar.	40 "	61
Madras.	38 "	137
North-West Frontier Province	24 "	125
Manpur Pargana	23 "	95
Ajmer-Merwara	18 "	175
Assam	17 "	144
Coorg	14 "	118
Burma.	12 "	81
		118
	British India 34 "	

Irrigation Statistics. - The total area irrigated in 1930-31 was 49,697,000 acres, as against 51,010,000 acres in the preceding year. Of this area, 22,160,000 acres were irrigated from Government canals, 3,716,000 acres from private canals, 11,745,000 acres from wells, 6,765,000 acres from tanks, and 5,311,000 acres from other sources of irrigation. In India irrigation is ordinarily resorted to on an extensive scale in tracts where the rainfall is most precarious. In Lower Burma, Assam, eastern Bengal, and the Malabar Coast (including the Konkan), where the rainfall is ordinarily heavy, the crops hardly need the help of irrigation, unless there is an unusual scarcity of rain. Of the total area irrigated in 1930-31, the Punjab accounted for 30 per cent, the United Provinces 21 per cent, the Madras Presidency 18 per cent, Bihar and Orissa 11 per cent, Bombay 8 per cent, and the other provinces, the remaining 12 per cent. The above figures of irrigated areas do not take into account areas sown more than once during the year with the help of irrigation, but indicate the extent of land actually irrigated. Counting areas sown more than once as separate areas for each crop, the gross area of irrigated crops was 53,763,000 acres in 1930-31. Of this area 85 per cent was under food crops and the remainder under non-food crops. Of the former 19,528,000 acres were under rice, 10,121,000 acres under wheat, 2,549,000 acres under barley, 1,398,000 acres under jowar, 1,316,000 acres under bajra, 1,284,000 acres under maize, 1,923,000 acres under sugarcane, and the remaining 7,745,000 acres under other food crops. Of the irrigated non-food crop area, 2,953,000 acres were occupied by cotton.

Classification of Area Sown. - The gross area cultivated with crops covered 261,913,000 acres in 1930-31. The different classes of crops and the area occupied by each class are given in the following table:-

	Acres(1,000)	Per cent of total.
Food-grains. ....	202,736	77.4
Condiments & spices.	1,370	0.5
Sugar. ....	2,869	1.1
Fruits and vegetables.	5,147	2.0
Miscellaneous food-crops.	1,724	0.6
<b>Total food crops.</b>	<b>213,846</b>	<b>81.6</b>
Oilseeds. ....	16,458	6.3
Fibres. ....	18,322	7.0
Eyes & Tanning materials.	643	0.2
Drugs and narcotics.	2,274	0.9
Fodder crops.	9,300	3.6
Miscellaneous non-food crops.	1,070	0.4
<b>Total non-food crops.</b>	<b>48,067</b>	<b>18.4</b>

Statistics of Live-Stock, Ploughs & Carts. - The statistics recorded in the publication under this heading, based on cattle censuses. The census is taken annually in certain provinces and quinquennially in others. The first general quinquennial census was taken in 1919-1920, the second in 1924-25 and the third in 1929-30. Live-stock in cities and cantonments are included wherever it is possible to secure their enumeration. The animals are divided into three classes, namely, (1) bovine, comprising oxen and buffaloes, (2) ovine, comprising sheep and goats, and (3) others, comprising horses and ponies, mules, donkeys, and camels. The total number of live-stock of each of these three classes in each province, together with the numbers of ploughs and carts, is stated in the following table:

	Number in thousands.				
	Bovine	Ovine	Others	Ploughs	Carts
Ajmer-Merwara.	446	570	13	48	17
Assam	5,661	744	23	1,167	77
Bengal	25,287	6,049	116	4,592	860
Bihar & Orissa	21,308	6,779	227	3,542	625
Bombay	11,796	6,421	571	1,583	734
Burma	6,354	342	75	821	723
C.P.& Berar.	12,568	2,032	167	1,562	1,093
Coorg.	139	3	1	29	1
Delhi.	127	38	10	17	8
Madras	22,441	20,270	172	4,476	1,235
Manpur Pargana	7	1	1	1	
N.W.F. Province	1,081	921	189	214	6
Punjab	14,294	8,075	1,327	2,324	339
United Provinces.	31,459	8,794	764	5,053	998
<b>Total.</b>	<b>152,868</b>	<b>61,039</b>	<b>3,655</b>	<b>25,429</b>	<b>6,716</b>

Of the total number of livestock of the bovine class (153 millions), which is cattle proper, the United Provinces accounted for 21 per cent, Bengal 16, Madras 15, Bihar and Orissa 14, the Punjab 9, the Central Provinces and Berar and Bombay 8 each, and the remaining provinces 9 per cent. In the case of stock of the bovine class (sheep and goats), however, Madras accounted for 33 per cent of the total, followed by the United Provinces (14 per cent), the Punjab (13 per cent), Bihar and Orissa and Bombay (11 per cent each) and Bengal (10 per cent).

Population of Cattle to Sown Area & Population. - The table below shows the number of live-stock of the bovine class (cattle proper) per 100 acres of sown area and per 100 of the population in each province:-

	Number of cattle	
	Per 100 acres of sown area.	Per 100 of population.
Ajmer-Merwara.	140	80
Assam.	95	66
Bengal	108	50
Bihar and Orissa.	87	57
Bombay	36	54
Burma	35	43
Central Provinces & Berar.	50	81
Coorg	101	85
Delhi	61	20
Madras	66	48
Manpur Pargana	96	101
North-West Frontier Province.	52	42
Punjab	54	61
United Provinces	89	65

It will be seen that the number of cattle per 100 acres of sown area ranges between 35 in Burma and 140 in Ajmer-Merwara, while the number per 100 of population varies from 20 in Delhi to 101 in Manpur Pargana. The average for British India, as a whole, is 67 per 100 acres of sown area and 56 per 100 of the population.

(The Agricultural & Statistics of India for 1929 - 30 were reviewed at pages 69-73 of our July 1932 report.)

Maritime Affairs.Minimum Age for Dock Workers:Views of Bombay Chamber of Commerce.

Mention was made at pages 68-69 of our June 1933 report that the Committee of the Bombay Chamber of Commerce had asked for the views of the Chairman of the Bombay Port Trust on the feasibility of the Trust instituting an alternative form of internal inspectorate. (For details of the scheme suggested by the Government of India vide pages 66-67 of our February 1933 report), under which, for instance, the Port Department Inspector might, in addition to his other duties, be deputed to issue licenses to contractors in the wet docks and in the harbour and be responsible for the enforcement of the conditions under which the licenses were held.

Port Trust Chairman's Views. - The Chairman of the Port Trust in reply stated that in a matter of this kind where public opinion - as represented by a very large community of petty contractors and employers of labour - was not genuinely supporting contemplated legislative measures for the improvement of the lot of the employee, systematic attempts at evasion might be anticipated, and therefore very stringent inspection would be necessary demanding, it was considered, special staff for the purpose.

The Chairman of the Port Trust further pointed out that in the first place it would not be possible for the existing Port Trust staff to undertake this in addition to their other duties, and secondly he was averse to the Port Trust taking upon itself the onus of carrying out legislative measures which, for the reason stated, would be difficult to enforce. The difficulties of inspection would be accentuated at Bombay Port on account of the Trust's scattered estates. A further point taken into consideration was the fact that it would be useless for the Trust to provide the supervising staff unless such staff were vested with power to exercise enforcement. If the staff were merely to submit reports to the Inspector of Factories much of their labour would be fruitless since, by the time such reports had been digested the offending employer would probably have succeeded in removing all traces of evidence against himself. Accordingly, despite any slight interference that might be apprehended from an outside inspecting department, the Chairman adhered to the view that both the duty of inspection and the enforcement of future legislation dealing with child labour should be vested in the Factories Inspectorate.

The Committee of the Chamber, however, were not agreeable to

to this view as they were apprehensive that the introduction of a system of Government inspection might endanger the amicable relations existing between Dock labourers and their employers. In the Excerpts from the proceedings of the Committee of the Chamber during July 1933, it is stated that the matter was further discussed with the Chairman of the Port Trust when the following points were emphasised by the Chamber:

1. So far as the Bombay Port Trust was concerned, the only matter at issue, for the present at any rate, was the minimum age for employment of child labour. That being so, it seemed to the Committee particularly undesirable gratuitously to admit Government Inspectorate for a matter relatively of so little importance, and so easy to control.

2. The proposal of the Whitley Commission which was in question was simply to raise the minimum age for employment in Ports from twelve to fourteen and not to introduce a new principle that there should be a minimum age. It was therefore suggested that the duty of inspection to secure compliance with the new regulation would impose no greater responsibility than existed already.

3. As for the point made in the Port Trust letter, that inspection, without power of enforcement, would in most cases be nugatory, it was suggested that the system of licenses under which, it was understood, all contractors, etc., worked on the Port Trust premises, should suffice to give the Executive staff all the control required, and that fear of loss of license should ensure observance of any regulation laid down in regard to employment of child labour.

*Excerpts from the Proceedings of the Committee of the Bombay Chamber of Com., during the period of July, 1933.*

2nd Madras Port Trust & Dock Yard

Workers' Conference, Madras, 1933.

The second annual Conference of the Madras Port Trust and Dock-yard Workers' Union was held at Madras on 29-7-33 under the presidentship of Mr. Jannadas M. Mehta. An important proposal before the Conference was the formation of an All-India Federation of Port Trust and Dock-yard workers. Mr. M.S. Kotiswaran, in a speech welcoming the members said:

The main problem in connection with dock labour was that of minimising the hardships due to unemployment and under-employment. The bulk of labour engaged in loading and unloading was casual,

and <sup>was</sup> ~~the~~ employed indirectly through private contractors. This was detrimental to the workers, and therefore it was necessary for all Port Trust and Dock-yard workers to unite and form an All-India Union. The existing Trades Disputes Act was defective and it should be amended, particularly so as to ensure the appointments of courts of enquiry when applications are made for them.

Mr. Jammadas Mehta in his presidential address said:

Unemployment is the greatest problem confronting the port trust and dockyard workers. To fight this menace and to conserve the workers' interests, the best means is for all such workers to unite and press for the removal of their various grievances. Unfortunately, their unions in Bombay, Madras, Calcutta, Rangoon and other places are not showing signs of solidarity, while developing local organisations, workers in Indian ports should unite and form an All-India organisation. As machines are fast displacing men everywhere unemployment conditions are bound to become chronic unless the remedy of shorter hours of work proposed by the I.L.O. is adopted <sup>if</sup> the workers are to force the Government to accept this and their demands they must unite and exert pressure on the authorities concerned.

The following resolutions among ~~the~~ others, were adopted by the Conference:-

6-hours day and Overtime Pay for Night Work. - This Conference of the Port Trust and Dockyard workers recommends to the Government to fix six-hours working day in the ports and docks of India and to pay overtime work during night at the rate of 50 per cent more than the usual rate.

Accidents and Compensation. - This Conference deploras the present ~~lack of~~ organisation in various parts of India to protect and safeguard the workers, and urges upon the Government to make arrangements to prevent and report accidents in the ports and give the workers adequate compensation.

Constitution of A.I. Federation of Dock Workers. - This Conference appoints a committee consisting of Messrs. Jammadas M. Mehta, V.<sup>M</sup>. Ramaswami Mudaliar, Shetty of the Dockyard Workers' Union of Bombay, Lakshmiraju and M.S. Kotiswaran with Mr. Kotiswaran as the convener to frame the necessary constitution for an All-India Federation of Port Trust and Dockyard workers.

(Mr. Jammadas Mehta, 1933)

## Migration.

Indians in South Africa, 1932\*Report of the Agent of the Government of India.

General. - Sir Kurma Reddi, who was the Agent at the beginning of the year, returned to India on 10-2-32. Till the new Agent Kunwar (now Sir) Maharaj Singh, C.I.E., arrived in South Africa and took charge on 3-8-32, first Mr. Baring and then Mr. G.S. Bozman acted as Agent. The outstanding event of the year was the Cape Town Conference held from 12-1-32 to 4-2-32.

The Cape Town Conference. - Full details regarding the results of the Cape Town Conference held from 12-1-32 to 4-2-32 which were made public on 5-4-1932, were given at pages 61-63 of our April 1932 report. The main terms of the agreement were: (1) It was recognised that the possibilities of the Union scheme of assisted emigration to India were exhausted owing to economic and climatic conditions and also as 80 per cent of the present Indian population of the Union were South African born. The possibilities of settling South African Indians outside India are therefore to be investigated by the Union Government and the Government of India <sup>and</sup> with this investigation a representative of South African Indians should be associated. (2) Before the Transvaal Asiatic Land Tenure Bill is passed into law, the objections of South African Indians to the Bill should be further examined and all possible efforts should be made to meet these objections.

The results of the Conference were favourably received by the South African press. There was general satisfaction regarding the

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\* Annual Report of the Agent of the Government of India in South Africa for the year ending 31-12-1932. - Published by Manager of Publications, Delhi. - Printed by the Manager, Govt. of India Press, New Delhi. 1933 - Price Re. 1 As. 4 or 2s. - pp. 30

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continuance of the Cape Town Agreement. The so-called "colonisation" scheme was generally welcomed, but it was left to a few papers to indicate what that welcome implied, namely, that the solution of the Asiatic problem was to be found in getting Asiatics to leave South Africa. Indians in South Africa, however, viewed the results with considerable disfavour, especially the colonisation scheme contemplated therein. At the South African Indian Congress Annual Conference held on 27-8-1932, the agreement arrived at by the Cape Town Conference met with bitter opposition at first and it appeared that the Congress might even vote for civil resistance. The Agent and the moderate elements in the Congress, <sup>however,</sup> succeeded in inducing the Congress to pass a resolution deciding to cooperate in the colonisation scheme, provided that such cooperation on part of the Congress is taken as inspired by patriotic motives and to ascertain whether there exists any good opportunity for South African Indians in the countries explored and not on the score of Indians being deemed undesirable in the Union or that the Indian population is to be reduced; provided also that the Assisted Emigration Scheme which formed part of the last agreement is eliminated and the Congress will be free, as a part of its policy, to oppose it." The Congress also decided after keen discussion to appoint a delegate to co-operate with the Union Government and the Government of India in exploring the possibilities of the proposed colonisation scheme. It may be mentioned in this connection that the new Cape Town agreement created serious dissatisfaction in non-official circles in India also (vide pages 62-63 of our May 1932 report).

The Transvaal Asiatic Land Tenure Act. - As a result of the

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Cape Town Conference, the Transvaal Asiatic Land Tenure Bill, which was agitating Indians in the Colony for some time, was modified in certain respects so as to meet the objections of the Indian community. (A summary of some of the important amendments introduced in the original Bill was given at pages 77-79 of our June 1932 report (vide also pages 61-63 of our April 1932 report)).

Indian opinion in South Africa had disliked the Bill and did not consider those modifications sufficient. The Transvaal Indian Congress passed resolutions to the effect that the modified Bill was unacceptable and aimed at segregation in an indirect manner. The Transvaal British Indian Association also passed strongly worded resolutions protesting against the whole idea of the Bill. To urge the views of the Indian community on the proposed legislation, the South African Indian Congress asked for an interview with Dr. Malan, Minister of the Interior, but the request was refused. The Congress, then, on 29-4-33 applied for leave to be heard at the bar of the House of Assembly, or alternatively, to submit to the House a petition setting forth their objections to the Bill. This application also was rejected by Dr. Malan, who, however, promised to give careful attention to the views of the Congress if presented in a written statement. At this stage an important case having bearings on the subject came up for legal decision. The case was in regard to Indian occupation of stands in the semi-Government township of Roodepoort, which is situated on proclaimed land, and the main issue was whether a Municipality has the right to enforce the provisions of the Gold Law against a coloured person illegally occupying or residing on a stand within its jurisdiction. In spite of an obiter dictum in a 1919 case and a

decision in a 1929 case to the effect that in such cases ~~the~~ Municipalities have no 'locus standi', in the Roodepoort case judgement was given to the effect that the Municipality was entitled to eject Indians whose occupation or residence was illegal under the provisions of the Gold Law. The Report points out that but for the subsequent passing of the Land Tenure Act<sup>6</sup> on 26-5-32, Municipalities, as a result of the decision in the Roodepoort case, would have been able to eject wholesale all Indians illegally occupying or residing on proclaimed land.

The Indian community in South Africa was very much perturbed over the passing of the Bill. The views of Indians on the subject and the attitude they decided <sup>to</sup> take were formulated in a series of resolutions passed at the Transvaal Provincial Congress held at Johannesburg on 14-8-32 and at ~~the~~ South African Indian Congress Annual Conference held at Johannesburg on 27 & 28-8-32. At the former, the Indian community decided not to do anything or take part in any matter or thing which might mean their conforming to the requirements of the said Act for the following reasons:- (a) The aforesaid Act virtually meant segregation of the Indian community as a race or class; (b) It violates the letter and spirit of the Cape Town Agreement of 1927. It was also decided to appoint a Committee to initiate such resistance to the Act as may be found necessary for the purpose of entering effective protest thereto. At the latter, the following resolution was passed:

The South African Indian Congress assembled at Johannesburg emphatically condemns the Transvaal Asiatic Land Tenure Act, which it declares is unacceptable to the Indian community, and further

endorses the action of the Transvaal Indian Congress as contained in their resolution to resist the law.

The Land Tenure Act Commission. - The Union Government appointed in October 1932 a Commission to enquire into individual titles of occupation of Asiatics in proclaimed lands in the Transvaal before any action was taken under the Asiatic Land Tenure Act (vide page 75 of our October 1932 report for the personnel of the Commission). For the attitude of the Indian community in the Colony vide pages 56-57 of our November 1932 report). The South African Indian Congress decided to boycott the Commission, but a split occurred in its ranks over the question, one section, chiefly composed of merchants, deciding to co-operate with the Commission. These participants subsequently formed themselves into a new association called the Transvaal Indian Commercial Association. The Commission is still engaged in the enquiry, but the report states that available information goes to show that 90 per cent of the Indians affected submitted the forms prescribed by the Asiatic Land Tenure Act and that, therefore, there was no immediate prospect, at any rate, of resort to civil resistance on this issue.

Unemployment. - Besides the Cape Town Conference and the Land Tenure Act, a third major problem which engaged the attention of the Agent and the Indian community alike was the acute distress among Indians, especially <sup>among</sup> those in Natal, due to unemployment. This problem has not, of course, been confined to the Indian community alone; all sections of the population have felt it to a greater or less degree. But what constituted it an especially serious question for Indians is the fact that they alone had not

received any assistance from Government to relieve their necessities. The growth of unemployment and its underlying cause, were discussed at pages 74-75 of our September 1932 report (vide also pages 72-73 of our October 1932 report and pages 70-71, December 1932 report). Far from any improvement being shown during the year under review, matters became steadily worse. The report states that though no exact figures are available, to put the number of Indian unemployed at 4,000 would probably not be an overestimate. The cumulative ~~xxx~~ effect, therefore, of the trade depression and the white labour policy, both within and outside Government and public services, caused great and widespread distress among the Indian community.

As a result of the representations made by the Agent ~~xx~~ and the Congress to the Union Government, the Labour Minister gave an assurance that the Government were prepared to extend relief to Indian unemployed and, as a first step, offered to subsidise employment by the Durban Corporation of Indian unemployed up to the number of 600, provided that work was found for them in areas which are mainly Indian. The Indian community had hopes of immediate relief, but by the end of the year no suggestions had been made by the Durban Corporation. As a result of negotiations, the Durban Corporation finally decided to employ 100 Indians at 2 shillings a day, for a five day week, provided Government paid half that wage and provided further that Government found employment for an equal number of <sup>E</sup> <sup>v</sup> European unemployed resident in Durban on some Government relief work at the normal rates. The Indians, however, are agitating for a wage rate of 3 shillings a day.

Assisted Emigration. - Assisted emigrants during the year

numbered 2,688 (Indian born 1,094, colonial born 1,594) in all. Of these, male adults over 16 years of age numbered 1,037. <sup>The figure 2,688 registers</sup> This is a large increase compared with the figure of 1,961 for 1931. The report points out that the figures reflect the extent to which the economic depression has affected the Indian community in South Africa. The fact that more than half the total sailed in the second half of the year seems to show that there has been no improvement in trade conditions generally. In fact in the month of November 830 persons sailed in two boats and more would have gone but for the decision of the Union Government to charter no more ships till at least May or June 1933. The number of Colonial-born Indians taking advantage of the scheme was large, numbering 1,594, but it must be remembered that the great majority of these (1,097) were children under 16 years of age. Among the adults, the Indian-born Indians greatly <sup>number</sup> outweigh the Colonial-born Indians. It is clear that the drain of Colonial-born Indians is largely due to Indians born in India taking their families back with them, partly because of <sup>a</sup> desire to return to the country of their birth and partly because of the difficulty of finding employment in South Africa. The bonus payable to such emigrants is also an attraction since it provides a means of paying off small debts incurred during <sup>periods of</sup> unemployment and a small capital wherewith to start afresh in India.

(The annual report of the Agent of the Government of India in South Africa for 1930 is reviewed at pages 76-81 of our August 1931 report and that for 1931 at pages 72-75 of our September 1931 report).

Education of Indians in Natal; Progress since 1923.

The following statistical information regarding the progress made since 1926 in respect of education of Indians in Natal is taken from the speech delivered by Kunwar Bir Maharaj Singh, Agent of the Government of India in South Africa, on the occasion of the opening on 7-7-33 of the 8th Annual Conference of the Natal Indian Teachers' Society:-

In 1926-27 there were 52 Indian schools in Natal. Six years later, in the present year, the number had grown to 85. Similarly the enrolment of pupils, which was 9,330 six years ago, was now 10,128 boys and 3,449 girls. The sum expended on Indian education had grown from £ 28,430 to £ 66,345. At the Kunwar's request, Mr. Hofmeyr, the Minister of Education, had increased the grant by the Government for Indian technical education by £ 100, and the Corporation of Durban had given £ 100 for the same object. Also, since the last Conference, the salary cuts of the Indian teachers had been restored. Much, however, remained to be done, while 75 per cent of Indian boys of school-going age attended school, the percentage of girls was small; and sometimes it was found that the wealthier the Indian the less inclined he was to send his girls to school.

(Kunwar Bir Maharaj Singh)

Meerut Conspiracy Case Appeal:High Court Reduces Sentences Substantially.

Reference was made at page 73 of our Monthly Report for *January*, 1933 to the judgment delivered by the Sessions Judge in the Meerut Conspiracy Case in which <sup>about</sup> 30 communists were prosecuted on the charge of conspiracy to deprive the King-Emperor of the sovereignty of India. An appeal was preferred against the judgment to the Allahabad High Court. The following is the summary of the judgment delivered by the High Court in the first week of August:-

"Nine of the appellants including Hutchinson have been acquitted. The detention already undergone by five others has been considered sufficient punishment and they have been ordered to be released. Muzaffar Ahmed who had been sentenced to transportation for life had his sentence reduced to three years' imprisonment. Twelve years' imprisonment awarded to Spratt has been reduced to two. The maximum punishment given by the High Court is three years' imprisonment, while the minimum is seven months' jail given to Chakravarti. Bradley and seven other appellants had their sentences reduced to imprisonment for a year each."

(The Times of India,  
5-8-1933)

Commenting on the judgment the Hindu in an editorial in its issue dated 4-8-1933 observes:

"The Meerut trial raised two important issues of the greatest interest to the citizen. One was the right to hold particular opinions; and the other, the right of association. The fact that the High Court classified the Communist accused into different categories — those who were members of the Party, those who were Communists by conviction but not members of any party and those who did not come under any of these groups — is significant. How the last group came to be tacked on to the rest as a party of conspirators is a matter which requires further to be inquired into. For a system which enables the police to arrest and keep in jail for more than four years innocent men for the only reason that they had known some Communists or suspected Communists is a perennial source of peril to the citizen and stands self-condemned. The Meerut prosecutions show that the law is such that under it any person who may be suspected of holding certain opinions — merely holding them — might be arrested at any time and put to the necessity of facing ~~an~~ a protracted costly and exhausting trial calculated to undermine the strongest of constitutions and shatter the stoutest of hearts.

It is time that the law of conspiracy was looked into by our legislators in the light of the judgment and measures forthwith taken to amend it so as to safeguard the elementary rights of the subject — "the freedom of opinion and the right of association".

The following editorial comments from the Labour Times, Madras, and the Indian Labour Journal, Nagpur, are typical of labour opinion on the judgment:-

"While the reduction of the sentences will be welcomed with relief, the confirmation of the charges against those who claimed to be Communists and the penalty inflicted for the honest opinions they held, which amount to a denial of freedom of opinion and Association are most disappointing and bound to create widespread dissatisfaction. The Meerut prisoners have been fighting only for a principle in the course of the long trial and the reduction of the sentences and even the cancellation of them on any other grounds except that of conceding the principle of freedom of opinion will not satisfy the ends of justice. It is however a source of some relief that at least those who are not Communists have been absolved of the charges and acquitted. We welcome back to public life the comrades who have regained their freedom."

(The Labour Times, 7-8-1933).

"Now that their Lordships have acquitted nine of the accused, it cannot be challenged that they were implicated in the conspiracy case simply because of their activities in the Trade Union Movement. There would have been no prosecution at all but for a series of strikes declared in order to secure the economic betterment of workers. The bogey of communism is merely exploited by vested interests in order to annihilate legitimate trade union activities. As stated by the defence Counsel, Dr. Katju, the total number of members of Communist Party in India, is about 50 and they are only a "talking lot". They cannot constitute any danger to public peace or tranquility, however extreme their political views may be. But capitalists have extraordinary gifts to scent "red" the moment any obstacle comes in their way of bleeding white the workers, and there is their press to do the rest of the job to secure prosecution".

(The Indian Labour Journal, 6-8-33)

The Meerut Prisoners Release Committee, at a meeting in London considered the result of the appeal and decided to continue the agitation for the release of the remaining prisoners. It is stated that the question of a further appeal to the Privy Council will be considered by Dr. Katju, the counsel, and the prisoners.