

INTERNATIONAL LABOUR OFFICEINDIAN BRANCHReport for August 1932.

1107

C 1903/45

Contents.

	<u>Pages.</u>
1. <u>References to the I. L. O.</u>	1 - 6
2. <u>Ratifications.</u>	
(a) Recommendation re. Prevention of Industrial Accidents; Views of Madras Chamber of Commerce.	7
(b) Age of Admission to Non-Industrial Occupations; Views of Bombay Chamber of Commerce.	8 - 9
(c) Mysore Government and Forced Labour.	9
(d) Hours Convention & Indian State Railways.	10 -
3. <u>National Labour Legislation.</u>	
(a) Proposed Revision of Indian Factories Act; Delhi Factory Owners' Views.	11 -13
(b) Factory Act for Sangli State.	14
4. <u>Conditions of Labour.</u>	
(a) Forced Labour in Hyderabad State.	15 -16
(b) Wrongful Dismissal & Right to Gratuity; Important Mysore Decision.	16 -19
(c) Protection of Labour Interests in Jaipur; New Rules for installing Machinery.	19 -20
(d) Indian Labour in Ceylon, 1931.	20 -27
(e) Elimination of Women Underground Workers; Plans to Minimise Suffering.	28 -30
(f) Hours of Work in Jute Mills; Working Time Agreements in 1931.	31 -33
(g) Working of the Workmen's Compensation Act, Bengal, 1931.	34 -35
(h) Factory Administration in Madras, 1931.	36 -39
(i) Factory Administration in Bihar & Orissa, 1931.	40 -41
(j) Retrenchment in Ceylon Railways.	41 -42
(k) Compulsory Labour; Mysore Legislation to meet Emergencies.	42 -43
(l) Wages in Jute Mills; Efforts for Standardisation	43 -44

	<u>Pages.</u>
5. <u>Industrial Organisation.</u>	
<u>Employers' Organisations.</u>	
39th U.P.A.S.I. Conference, Bangalore, 1932.	45-48
<u>Workers' Organisations.</u>	
A.I.T.U. Congress: To meet at Madras from 13 to 29-9-32.	49
6. <u>Economic Conditions.</u>	
(a) Additional Protection for Indian Cotton Industry: Tariff Board's Recommendations.	50-53
(b) Cotton Production Costs: Committee of Enquiry Appointed.	54
7. <u>Public Health.</u>	
(a) Leprosy Survey in Jute Mill Areas - 1929-1931.	55-59
(b) Conditions in Madras Slums: Sanitary Welfare League's Report, 1931-32.	60-61
(c) Industrial Housing Scheme, Bombay, 1931-32.	61-63
(d) Coal Dust Committee's Report: Principal Recommendations.	64-65
8. <u>Education</u>	
(a) Adult Education Facilities for Railway Employees: B.B.&C.I. Questionnaire.	66-67
(b) Compulsory Vernacular Education Bill, Burma, 1932.	67-68
9. <u>Migration.</u>	
(a) Indians in Malaya, 1931.	69-73
(b) Prohibition of British Indian Labour in Pondicherry.	74

References to the I. L. O.

The August 1932 issue of the Young Builder, (Vol.V, No.8), Karachi, the August 1932 issue of the Indian Post, (Vol.III, No.8), the July 1932 issue of the Indian Labour Journal, (Vol. IX, No.10), and the Press Report dated 30-7-1932 (No.14) of the All India Railwaymen's Federation, publish a summary of the press note issued by this Office on 21-7-1932 under the caption "Rationalisation of Employment in Egypt: Alternative to Retrenchment of Workers" (vide page 8 of our July 1932 report for names of Indian periodicals which published the communique' during July).

* * *

The First volume of the Report of the Bombay Chamber of Commerce for the year 1931, contains the following references to the I. L. O:

(1) At pages 289-290 are published details regarding the communique issued by the Government of India on 11-6-31, inviting recommendations re. the nomination of non-government delegates to the Tripartite Technical Advisory Committee on Maritime Questions. (Vide pages 9-10 of the report of this Office for June 1931, for previous reference to this communique).

(2) At pages 290-294 are published the views of the Chamber on the question of the age of admission of children to employment in non-industrial occupations which was an item on the agenda of the 15th and 16th sessions of the I.L.Conference. The views are contained in a communication to the Bombay Government which, at the direction of the Government of India, consulted in May 1931 various industrial interests with the object of collecting information regarding conditions of child labour in non-regulated factories and in non-industrial occupations (A summary of the views of the Chamber on the question is given under the section of this report dealing with Ratifications).

(3) At page 294 are published the views of the Chamber on the article under the caption "Labour and the Round Table Conference" which was forwarded by this Office to the Chamber, among other bodies, for opinion (vide page 8 of our May 1931 report). The article advocated that labour should be a "Federal" subject in the future constitution of India and not merely a "Central" subject. The Chamber endorsed the above suggestion.

(4) At page 294 a reference is made to the invitation from the Bombay Government to the Chamber to communicate its views re. the

recommendation re. prevention of industrial accidents adopted by the 12th session of the I.L.Conference. The Chamber expressed the view that it was necessary that Government should prepare a statement showing how far existing legislation covered the various points and which portions of the Recommendation could be given effect to by administrative orders, before any opinion can be expressed.

(5) At pages 214-216 is published a reference to the Indian Merchant Shipping (Amendment) Bill, 1931. The note on the subject in the report states that the amendment is sought to be made to incorporate the provisions of some of the I.L.Conventions and Recommendations relating to the welfare of seamen and gives a list of the Conventions and Recommendations sought to be given effect to (Vide pages 8-19 of our December 1930 report for the text of the Bill with a Statement of Object & Reasons). In addition, the Note includes the views expressed by the Chamber on a previous occasion re. ratification of those Conventions.

(6) At pages 223-224 is published a reference to the Blue Report on the protection of seamen in case of sickness etc. on board ship which was forwarded to the Chamber by this Office. A special sub-committee of the Chamber which studied the Report was of opinion that Great Britain's reply as given in the Report adequately covered the ground and that the discussion of details should be left over until the Convention was finally drafted.

* * *

The September and October issue of the "Socialist", (Vol.I, No.1), Madras, publishes at pages 34-38 an article under the caption "Geneva - Is it worth our while?" contributed by Mr. V.M.Ramaswami Moodaliar, an adviser to the Indian Workers' delegate to the 15th session of the I.L.Conference. The article describes fully the machinery of the League of Nations and the I.L.O. and pays a tribute to the achievements of the two institutions. Regarding the question whether it was worth while for India to cooperate with Geneva, the article says:

"It may appear to the impatient idealist that the entire proceedings of these international gatherings are dilatory and the good that has resulted therefrom to the world is not commensurate with the time, money and energy spent. So far as the International Labour Office is concerned it can be proud of its past achievements and look with confidence for the support of the workers of the world. With regard to the League of Nations, if the 1932 Disarmament Conference ends in success, then its future is equally assured. The question, therefore, whether Geneva is worth our while can only be answered in, the affirmative until an alternative system can be devised for the

satisfactory and amicable settlement of international disputes, without having recourse to a conflagration among the nations of the world."

* * *

The July 1932 issue of the Labour Gazette, (Vol. XI, No.11), Bombay, reproduces at pages 1081-1083 under the caption "International Labour Conference: Results of the Sixteenth Session" a Note on the subject published in "Industrial and Labour Information" of 9-5-1932.

* * *

The July 1932 issue of the Indian Post, (Vol.III, No.7), Delhi, publishes at pages 294-297 the communique issued by this Office on 24-6-1932, on the I.L.O. Questionnaire on the subject of "Invalidity, Old-Age and Widows' and Orphans' Insurance" (vide page 2 of our June report and page 2 of the July 1932 report for a list of other Indian periodicals which published this communique during July 1932).

* * *

The annual report of the Madras Chamber of Commerce for 1931 contains the following references to the I.L.O.

(1) At pages 11 and 215-218 a reference is made to the article forwarded by this Office to the various industrial organisations under the caption "Labour and the Round Table Conference". The article expressed the view that labour should be a "Federal" subject and not merely a "Central" subject. The Chamber is of opinion that Indian States should introduce within their territorial limits labour legislation on the lines obtaining in British India.

(2) At page 26 a short Note is published regarding the Indian Merchant Shipping (Amendment) Bill of 1931. The Note makes it clear that the subject of the Bill is to give effect to some of the important Draft Conventions and Recommendations relating to seamen adopted by

the I.L.Conference.

(3) At pages 28 and 199-206 are published the views of the Chamber regarding the question of fixing the age of admission of children to employment in non-industrial occupations. The Chamber recommended that a sympathetic view towards the question should be adopted at the Conference.

(4) At pages 29 and 207-211 are published the views expressed by the Chamber on the Recommendation adopted by the I.L.Conference in 1929 re. prevention of industrial accidents.

(A summary of the views of the Chamber on the Recommendation is given under the section in this report dealing with Ratifications).

* * *

Federated India of 3-8-1932, (Vol.VI, No.31), publishes the communique issued by this Office on 19-7-1932 under the caption "I.L.O. Activities in 1931: Forward Trend in Social Policy Maintained". (Vide page 2 of our July 1932 report for names of Indian periodicals which published the communique during July).

(Copies of the communique were forwarded to Geneva with this Office's minute H.2/1995/32 of 21-7-1932).

* * *

The Servant of India of 11-8-1932, (Vol.XV, No.31), publishes a long review of the I.L.O. Year Book, 1931.

* * *

New India of 18-8-1932, (Vol. VI, New Series No.20) publishes an article under the caption "Child Labour in India" contributed by Mr. Raghunath Rao (of the I.L.O. Geneva). The article directs the attention to the unwise of waiting for the introduction of a nationwide system of compulsory education before an attempt is made to raise the minimum age for employment of children. The article also refers to the various Conventions passed by the I.L.Conference re. the fixing

of a minimum age for employment of children and to India's attitude towards them.

* * *

The Press Report dated 15-8-1932 issued by the A.I. Railwaymen's Federation publishes a short note re. the further extension of the scope of the Washington Hours Convention on Indian Railways. In reply to an enquiry from the A.I.R.F. whether the Railway Board proposed to extend the scope of the Indian Railways Amendment Act of 1930 (which incorporates the provisions of the Washington Hours Convention) to railways controlled by Indian States, the Board has replied that the Indian Railways Amendment Act of 1930 is not applicable to railway servants who are subjects of Indian States working on railway lands within Indian States, in cases where jurisdiction over such railway lands has not been ceded to the British Government.

According to the All India Railwaymen's Federation, this reply ignores the facts that the Statutory authority over all the Indian railways, whether running through the Indian States or British India, is the Railway Board, ⁴ that the majority of the railway employees in the Indian States are British subjects. The A.I.R.F. points out that a grave constitutional question is involved in this question of the application of the Hours Convention to railways in Indian States. It is understood that the A.I.R.F. is consulting ^{legal} opinion on the matter.

* * *

The July 1932 issue of the Indian Post, (Vol. III, No. 7) publishes the review of the recent I.L.O. publication "Studies on Industrial Relations, Part II". The review was supplied to the Indian Post by this Office. (A list of other papers which have published the review was given at page 2 of our June 1932 report).

* * *

The Hindustan Times of 19-8-1932 publishes a long and appreciative

review of Dr. Pillai's book "India and the International Labour Organisation".

* * *

A Reuter's Cable to the effect that Signor de Michelis, the Italian representative on the Governing Body of the I.L.O., has urged the convocation of a special session of the I.L.Conference to discuss the unemployment problem, is published in the Statesman of 14-8-1932, the Hindu and the Times of India of 15-8-1932, * the Hindustan Times of 16-8-1932 and the Leader 17-8-1932.

* * *

The Annual Report of the Servants of India Society for 1931-32, published in the Servant of India of 25-8-32, (Vol.XV, No.33) contains several references to the I.L.O. The report refers in detail to the services rendered to the cause of Indian labour by Messrs. N.M.Joshi and R.R.Bakhale by their activities in connection with the I.L.O. Governing Body meetings and the I.L.Conference.

* * *

The Baluchistan Gazette of 5-8-32 publishes an editorial article under the caption "Remedy for Unemployment" based on ~~the~~ a press note under the caption: "Rationalisation of Employment in Egypt; Alternative to Retrenchment of Workers" issued by this Office on 21-7-1932.

RATIFICATIONS

7

Recommendation re. Prevention of Industrial Accidents.(12th I.L.Conference, 1929); Views of Madras Chamber of Commerce.

The following is a summary of the views communicated to the Government of India on 8-4-32 by the Madras Chamber of Commerce re. the recommendation re. Prevention of Industrial Accidents, adopted by the 12th session of the I.L.Conference in 1929.

(1) The chamber agreed with the Government of India that no research to undertake enquiry into vocational guidance on the lines suggested in the Recommendation was possible or practicable beyond the employer satisfying himself that his labourer is physically fit for a particular work, and that, as notice of accidents had to be sent by the Manager of a Factory to the Inspector of Factories, statistics required under Article 5 should be available in that officer's department.

(2) Employers, generally with whom the Chamber is concerned in India, are anxious to prevent accidents occurring in their factories, and precautionary measures of the nature suggested in the Recommendation are probably already observed. As Articles 9 to 13, however, presupposed educated and organised labour, they were not applicable to conditions in South India, though labour is instructed and warned in the ordinary course where there are specific dangers inherent in any particular occupation.

With regard to Article 14, medical and first aid treatment is available in all up-to-date and well-managed concerns in South India.

(3) The powers already vested in the Inspector of Factories under the Indian Factories Act are adequate, particularly with regard to Textile factories.

(4) The suggestion made in Article 19 of the Recommendation, namely, that the law should provide that it is the duty of the worker to comply with statutory requirements on accident prevention, etc., was a useful one, and well worth consideration.

(5) Finally, as the Indian Factories Act makes extensive provisions for safety measures in factories, it would seem doubtful if these provisions could usefully be supplemented by the measures suggested, provided that Factory Inspectors are satisfied that the provisions are properly observed in all factories.

(Extracted from the Report of the Proceedings of the Madras Chamber of Commerce, January - December 1931).

The Recommendation, it will be remembered, came up before the Legislative Assembly on 7-7-1930, when a resolution moved on behalf of the Government recommending that the Governor-General in Council should examine the possibility of giving effect to the Recommendation and that the results of this examination should be placed before the Assembly, was passed by the Assembly. On 2-10-31 the results of the examination were placed before the Assembly by Mr. Shillidy, Secretary, Industries and Labour Department, ^{who stated that the Government} while agreeing with the principle underlying the Recommendation, was not prepared for several reasons to accept the Recommendation in its entirety and that as the report of the Whitley Commission covered the same ground as the Recommendation, the Government of India proposed to proceed with the consideration of the latter together with the former and to give effect to it so far as may be practicable (For Mr. Shillidy's statement vide pages 8 to 11 of our October 1931 report).

Age of Admission to non-Industrial Occupations:

Views of Bombay Chamber of Commerce.

The report of the Bombay Chamber of Commerce for 1931 (Volume I) contains at pages 290-294 an expression of the views of the Chamber arrived at after a study of the I.L.^O Questionnaire on the Age of Admission of Children to Employment in non-Industrial Occupations. The following is a summary of the Chamber's views:-

Unsuited to Indian Conditions. - The Committee felt that the proposed Convention was very sound in theory and could ~~not~~ no doubt be introduced successfully in the West, where education was compulsory up to 14 years, and in some countries over that age. The usual school-leaving age in India was about 11 years and in view of the very elementary state of primary education, the existing industrial problems and the economic position today, it seemed doubtful whether the present was an opportune time to enforce the proposed legislation in India and whether there would be any possibility of adopting it successfully under existing conditions. Further, it would in all probability have a harmful effect upon the children concerned owing to the resulting enforced idleness, and the Committee were consequently of opinion that such legislation should not be introduced in India until educational facilities were enlarged and improved.

More Leniency for Non-Industrial Occupations. - It was pointed out that Conventions had already been passed in respect of industry, agriculture and labour on board ship and these occupations

were governed by the provisions of the Indian Factories Act, the Indian Mines Act and the Indian Ports Act. The Factories and Ports Acts prohibited the employment of children under 12 years of age and the Mines Act, 13 years. The questionnaire under reference suggested 14 years. This appeared to the Committee to be inconsistent and, in their opinion, with conditions as they were in India, any legislation in respect of children in non-industrial occupations should, if anything, be more lenient in every way than in respect of children employed in occupations governed by the industrial Conventions.

Proposed Convention Premature. - It seemed almost impossible to draw a line of demarcation between industrial and non-industrial occupations. For instance, many children were employed in industrial occupations which would probably come within the scope of the proposed non-industrial Convention such as offices, shops, public works, plantations, street trades, (e.g., selling news-papers), carpet making, etc. Generally speaking, such children, through force of circumstances, completed their education by 11 or even earlier and it was a debatable question whether it was not better for them to be employed in learning some industry or trade or to have some light occupation, immediately thereafter, than to do nothing for a year or two. The above remarks applied with equal force to children employed in domestic service. The Committee were naturally in favour of any practical steps for the improvement of labour and labour conditions but they felt that the proposed non-industrial Convention was somewhat premature, at any rate, so far as India was concerned.

(Extracted from the Report of the Bombay Chamber of Commerce for the year 1931. Vol. I).

Mysore Government and Forced Labour.

Attention is directed to pages 42 - 43 of this report where a *Summary of a* legislative measure adopted by the Mysore Government for the regulation and control of forced labour in periods of emergencies so as to maintain the normal supply of water for State irrigation purposes, is *given.* reproduced.

Hours Convention & Indian State Railways.

The following information about the Railway Board's attitude regarding the application of ^{the} Hours of Employment Regulations promulgated under the Indian Railways Amendment Act, 1930 (vide pages 27-28 of our October 1931 report) to Indian State Railways, like the Nizam's State Railway and the Mysore State Railway, is taken from a Note on the subject published in the Press Report dated 15-8-1932, issued by the All India Railwaymen's Federation:

Washington Hours Convention (A.I.R.F.) The Statutory Authority over all the Indian Railways, whether running through the Indian States or British India, is the Railway Board of the Government of India. The Hours of Employment Regulations prescribing a 60-hour week, are a part of the Indian Railways Act. In reply to an enquiry from the All-India Railwaymen's Federation whether the Railway Board propose to extend the Hours of Employment Regulations to Railways like the Nizams and the Mysore States Railways, where the Indian Railways Act is already in force, the Board state "the Indian Railways Amendment Act 1930 is not applicable to railway servants who are subjects of Indian States working on railway lands within Indian States, where jurisdiction over such railway lands has not been ceded to the British Government". This reply ignores the fact that most of the railway employees in the Native States are British subjects and ^{that} a grave constitutional question is involved in regard to the interpretation of the Railway Amendment Act 1930, ~~relating to its jurisdiction.~~ The Railway Board could venture to give such a reply because it is left to the discretion of the Government of India to extend or not the application of the Hours of Employment Regulations even in British India. The All India Railwaymen's Federation is consulting legal opinion on this matter.

National Labour Legislation.

Proposed Revision of Indian Factories Act:

Delhi Factory Owners' Federation's Views.

At pages 11 to 15 of the Report of this Office for June 1932 a summary was given of the main features of the Draft Factories Bill prepared by the Government of India with a view to consolidate and amend the existing law regulating labour in factories and incorporating certain important changes based on the recommendations made in the Whitley Report. The Draft Bill, it will be recalled, was circulated among the Provincial Governments so that they might ascertain the opinions on the Bill of associations of employers and employees. The Executive Committee of the Factory Owners' Federation, Delhi, considered the proposed revision of the Factories Act at its meeting held on 19-8-32 and formulated the following views on some of the main provisions of the Draft Bill:-

Qualifications of Additional Factory Inspectors. - The Bill empowers the Local Governments to appoint such public officers as they think fit to be additional inspectors of factories. The Committee in this connection were aware by their own experience that some of these additional inspectors had not even a working knowledge of the machinery employed in factories. The Committee, therefore, recommended that, even if no amendment of the clause was to be made, an instruction or rule might be framed whereby the Local Governments shall not appoint to these offices persons not having practical experience or a working knowledge of machinery.

Minimum Height of Children. - The Committee took very strong objection to the provision in the Bill which empowered the Local Governments to prescribe the minimum height which was to be attained by children seeking employment in factories. It was pointed out that Indian labour was composed of a conglomeration of nationalities for whom no uniform standard of height could ever be laid down. A 15-year old Pathan boy, for instance, might easily attain the height of an adult and work as one, and deceive the keenest factory inspector, while a Gurkha lad of 16 years might fail to qualify himself for employment. Height could not be laid down as an indication of physical fitness. People of different provinces were differently built and even in one province it was not uncommon to find many different physical features. The provision, it was resolved by the Committee,

was unworkable and would give rise to endless difficulties not only to employers but also at times to inspectors.

Age Certificates. * The Committee also took very strong objection to the clause in the Bill which required a certificate of age from every person below the age of 16, who was employed in a factory, but was over the age of 15 and was fit for employment, failing which he would be deemed a child. The Committee felt that while the provision would serve no useful purpose it would create innumerable difficulties in the way of employers. Indirectly it would throw a lot of burden on the employers who should have certificates ready in the case of all children who were employed, attaining the age of 16 years. It was in fact creating a third class of labourers in addition to the present child and adult labourers. It would specially add to the difficulties of factories working night shifts. The Committee, therefore, suggested that the clause might be eliminated from the Bill. X X X

Hours of Work. * In regard to hours of work, the Committee felt strongly that no alteration should be made in the existing limits of the hours of work. They very strongly opposed the reduction in the limits of hours of work both for adults and children.

Powers of Factory Inspectors. * In regard to giving additional powers to the factory inspectors under the Bill, the Committee felt that inspectors already enjoyed considerable powers to which no addition was necessary.

The Committee considered the clause: "If an inspector is of the opinion that the cooling power of the air in a factory is at times insufficient to secure operatives against danger to health or serious discomfort and that it cannot be appreciably increased by measures which do not involve an amount of expense which is unreasonable in the circumstances, he may require of the manager of a factory to carry out measures specified by him". The Committee asserted that strong objections were raised to a previous attempt to incorporate a similar clause. They believed that if the clause were to be incorporated in the Bill it should be sufficiently amended in order to define the period of "defective cooling" as also the percentage of profits or dividends beyond which an inspector could not order improvements in buildings. It was pointed out in this connexion that during the rainy weather when the atmosphere was surcharged with humidity, it would be impossible to provide satisfactory cooling arrangements which made conditions of work in the factory really comfortable.

Lighting of Rooms. * Similar recommendations were suggested by the Committee in regard to the clauses relating to "adequate shelter" and "sufficient lighted buildings". In regard to "sufficiently lighted buildings" what the committee had in mind was that the inspector might, if a factory was in his opinion insufficiently lighted, require that a number of windows should be provided, which in some buildings might mean the collapse of the wall. The Committee

therefore suggested adding to the clause the following words: "Provided that the measures specified are, having regard to the nature or condition of the building, not insuperably difficult or impossible to carry out"

Factories in Municipal Areas. - The Committee further suggested that where a factory was situated in municipal limits, the inspector's function should cease with drawing the municipality's attention to the repairs of the buildings or machinery, which he considered necessary in a particular factory.

Stability of Building. - In regard to "certificate of stability", the Committee were of opinion that when the factory inspector was in doubt or could not judge about the stability of a building, he should refer the point to the Government, who would then depute a qualified engineer to inspect and report on it.

Right of Sellers. - Lastly, the Committee considered the suggestion that with a view to encourage sales under agreements, such as hire purchase agreements, or sales subject to payment by instalments, the Government should bring forward legislation which will effectively protect the rights of the seller until he has received payment in full, particularly in cases where the sale is of machinery which has to be attached to the freehold.

Factory Act for Sangli State.

It is understood that the Government of Sangli State, an Indian State in the Bombay Presidency, is proposing to draft a Factory Act for the State on the model of the Factory Act in force in British India. The general condition of factories in the State leaves much to be desired. Because of the unregulated conditions of work in the factories, the workers of the State are labouring under great handicaps in respect of hours of work, the insanitary conditions prevailing in factories and the absence of safety devices. Before taking final steps about the application of the Act, the State authorities have given an opportunity to owners of factories and other employers of labour in the State to offer constructive suggestions for the proper drafting of the new Factory Act. According to a report published in the Times of India of 20-8-32, the Bill is to be drafted early and placed before the ensuing session of the State Ryot Assembly which meets on 9-9-32.

Note. The area of Sangli State is 1136 square miles, its population 221,321 and annual revenue Rs.1,402,654.

Forced Labour in Hyderabad State.

Reference was made at pages 29 to 31 of our May 1932 report to the Report issued by the Special Officer for Economic Investigations, Hyderabad State, on his enquiries into rural economy in Nander District (Hyderabad). Another volume has recently been issued by this Officer setting forth the results obtained by his detailed investigations in 12 selected villages of Warangal District. The Report contains a mass of valuable information about economic, and rural conditions; but, from this Office's point of view, the most interesting portion is the one in which labour conditions obtaining in the villages of the district are set forth. According to the report, various forms of forced labour still exist in the district. Unskilled labour in the district is of two kinds; free labourers and bhagelas (serfs). The free labourer has freedom of contract and movement, but the wages paid are extremely low. The report directs attention principally to two particular forms of forced labour — the bhagela system and the Yattipani (free compulsory service) system. The main features of these two varieties of forced labour are given below:-

The Bhagela System. - The payment of remuneration for this kind of labour is by the year in kind. If paid monthly, the calculation is at a lower rate. In some cases food is given. Service is whole time and includes any and every kind of work. Change from one master to another is considered immoral, and the master of an absconding bhagela thinks that he has the legal right of compelling him to return to service under him. The prevalent idea is that the children of a bhagela whose marriage expenses are paid by his master should, ipso facto, be bhagelas of the same master. The grain or food that is given as remuneration is below the minimum physical needs of low-class labourers. The payment of a bonus of two months' remuneration, gifts of tobacco, etc., appear to be rather exceptional and do not prevail in all villages. The master is looked upon as having the right to punish, starve or confine the bhagela for any offence of omission or commission. There is no written agreement of any sort. This institution has been in existence for a long time.

The Yattipani System. - The principal feature of this system is unpaid compulsory service. The people from whom this kind of labour

is exacted are called Yatti madigas and they belong to the lowest strata of society. Even the small landholders have one or two of these Yatti madigas who are paid some nominal wages at harvest time in return for the unremunerated services they have been doing throughout the year. Cases are not rare where Yatti families are maintained by big landholders for their exclusive use. These families are also paid some nominal wages for the work done by them.

The report, however, states that in a village called Kondur the Yatti system works in the form of a general levy on all the smaller villagers— occupants, tenants and labourers. No payment is made, no notice is given and there is no limit to the amount of work that might be extracted. The ostensible justification in such cases appears to be that the ancestors of the concerned "raja" enjoyed this privilege in respect of the ancestors of the families oppressed at present. The local authorities are aware of the continuance of this kind of Yatti. Complaints have reached them, but no relief has yet reached the concerned villagers.

Wrongful Dismissal & Right to Gratuity: Important Mysore Decision

A ruling on an interesting point of law of consequence to many mill workers of Bangalore, Mysore State, was given in a case on 27-7-32 by the District Judge, Bangalore, to the effect that a mill employee ~~was~~^{is} entitled to claim the amount standing to his credit in the gratuity fund, if he was wrongfully dismissed from the company's service, even though he has not put in the full period of service as required by the rules for claiming this amount.

The Facts of the Case. - The facts of the case, as given in the Hindu of 28-7-32, are briefly these: As the result of a notice issued by the Bangalore Textile Labour Union to the management of the Bangalore Woolen and Cotton Mills, familiarly known as the Binny Mills, Bangalore, that they would go on strike on 1-7-1929 if the management refused to^{the} consider the question of dismissal of a worker, the management of the Mills closed the mills on 1-7-1929. A few days after, the management put up a notice to the effect that the half-yearly

bonus would be paid to all the workers, including certain men who were previously dismissed, if they resumed work peacefully on 13-7-29. The plaintiff-respondent in the case, one Krishnaswami Naidu, a side jobber in the mills, presented himself for work on the 13th, but, due to ^{the} unruly behaviour of certain workers, the mills had to be closed immediately on that date and remained closed till 23-7-1929, on which day normal working was resumed. Krishnaswami presented himself both on ^{the} 22nd and 23rd, but was refused admission and on the 23rd he was refused work without formally having been dismissed. Krishnaswami, thereupon filed a suit in the Court of the First Munsiff, (Court of Original Jurisdiction in civil cases), Bangalore, claiming damages for wrongful dismissal, the gratuity fund accrued to his share till the date of his dismissal, and also his share of the bonus for that half year. The Munsiff decided in favour of the plaintiff on all his claims. Against this decision the Binny Mills appealed to the District Judge's Court, Bangalore, where the decisions of the lower court have recently been upheld. The whole case depended on the question whether the plaintiff was wrongfully dismissed, and if so, whether he was entitled to claim gratuity fund accrued to his share and the half-yearly bonus.

The following is a brief summary of the decisions arrived at by the District Judge, Bangalore, in the case:-

Decision re. Dismissal. - The Judge found that there was nothing in the evidence to justify the plea of the Defendant Mills that the plaintiff was unwilling to work but that, on the other hand, he was ^{willing but was} prevented from working, since the mills remained closed for want of an adequate number of workers to man the machinery. The fact that the plaintiff was not a member of the Bangalore Textile Labour Union, was an important circumstance in favour of the plaintiff. No complaint against the worker was made and moreover, the Director of the Mills admitted that the plaintiff was not formally dismissed.

For these reasons it was decided that the plaintiff was wrongfully dismissed.

Decision re. Claim to Bonus. - On 17-8-1929, subsequent to the date of the cause of actions, a resolution was passed by the Directors of the Mills to the effect that bonus is to be paid only to those workers who were on the company's service on that date. But, anterior to this resolution, the management gave an unqualified undertaking that the half-yearly bonus would be paid to all the work people, including the men that were dismissed, if the rest of the work people, resumed work peacefully on 13-7-29. The management did not make the payment of this half-yearly bonus conditional upon any subsequent resolution of the Directors. It was not, therefore, open to the Directors to make invidious distinctions in the payment of the bonus by a subsequent resolution nor was it equitable to place the plaintiff who had been held to have been wrongfully dismissed and hence prevented from continuing in the company's service on 17-8-1929, in a worse position than labourers who had been actually dismissed by the company for misconduct. The claim of the plaintiff, for the half-yearly bonus was, therefore, upheld.

Decision re. Claim to Gratuity Fund. - According to the rules of the mills, no worker has a claim to the gratuity fund until after a full period of 10 years service. The plaintiff in this case had put in only 8 years service and so the defendant contested the plaintiff's claim to his share of the gratuity fund. In dealing with this question the District Judge remarked; "

"The most important question to be considered is whether, irrespective of the term used, the amount of gratuity to be paid to an operative after 10 years of service, is a gift or is in fact part of the consideration for services of the workmen and whether the prospect of earning the gratuity has or has not influenced the workmen in accepting services under the company. Such benefits though gratuitous and in the nature of gifts, at their commencement, tend in course of time and by long usage to crystallise into part of the remuneration payable for the services of the employee and attached to his office and in my opinion it has been so in this case. The existence of the gratuity fund in which he can share, after a service of 10 years under the company, would have certainly formed part of the prospective remuneration held out to him (the plaintiff) for his services."

The period of service of the plaintiff was not to be taken into account in the present case since he was prevented from continuing his services till he could complete 10 years of service and claim a right to his share of the fund. If this principle is not conceded, the Judge remarked, there is nothing to prevent the Mills from dismissing their employees before the latter complete their 10th year of service and thereby save the mills from the obligation of paying large sums in the shape of gratuities. For these reasons, the plaintiff was held to be entitled to the amount which has accrued to his share in the gratuity fund. The question was also viewed from another side. The Judge ~~arguing~~ remarked that, ^{assuming that} the gratuity amount cannot be claimed quo gratuity, it can be considered as a measure of damages

and taken into account in assessing the damages for wrongful dismissal. In either case the plaintiff was held to be entitled to the gratuity fund whether viewed as a gratuity fund itself or as a measure of damages.

For these reasons the ~~supra~~ appeal of the defendant mills was dismissed.

Protection of Labour Interests in Jaipur:

New Rules for Installing Machinery.

The recent investigations of the Royal Commission on Labour in India and the publication of the Whitley Report, notwithstanding the fact that the field covered by the Commission was British India alone, have aroused considerable interest and ~~have~~ lent a stimulus to measures for the protection of labour interests in Indian States. Thus, the Government of Jaipur State, Rajputana, has, during the last few months, been manifesting great interest in problems of labour welfare in the State. One of the first and most important steps taken by the State in this connection is the initiation of measures designed to secure full and adequate information regarding all factories and places where power-driven machinery are installed in the State. It is the Jaipur Government's intention to collect fairly complete data about the actual conditions of employment of the labouring classes working in the factories of the State. A second decision made by the State is that the Government should be vested with sufficient powers to enable it to be in a position to suppress any mechanical plant in the State, if such a plant is found to affect adversely the legitimate interests of the workers, of the State itself or of any other party outside the State. In view of these considerations,

the Government of Jaipur have decided to put a check on the unrestricted starting of factories inside the limits of the State and has passed an order to the effect that no estate-holder shall instal power-driven machinery in the State without obtaining the previous sanction of the Government. The Government have also ruled that no estate-holder in the State shall, in future, be entitled to charge royalty on machines installed on his land by the public for any purpose whatsoever.

Indian Labour in Ceylon, 1931.*

The following information regarding the conditions of life and work of Indians in Ceylon is taken from the Annual Report on the Working of the Indian Emigration Act, the rules issued there-under and of the Labour Ordinances of Ceylon during 1931, submitted by the Agent of the Government of India in Ceylon.

Indians in Ceylon. - The majority of Indians in Ceylon are estate labourers recruited mainly from Trichinopoly district in the Madras Presidency. Besides these, there are other classes of Indians who have very little in common with the estate labourers. These classes consist of Nattukottai Chettiyars who are financiers on a grand scale, the Baluchis who are money lenders on a miniature scale, the Sindhis or Gujeratis and the Tuticorin merchants, the Borahs and the Malayalies or natives of Malabar who are employed mostly as domestic servants.

Besides estate labourers, there are many Indian non-estate labourers, mostly in urban areas, working under the Public Works Department or Municipalities and Local Boards. These labourers are not entitled to the minimum wage or other benefits enjoyed by Indian

* 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 1931. - By the Agent of the Government of India in Ceylon. - Calcutta; Government of India Central Publication Branch 1932 - pp. 39 - price Re.1-4-0 or 2s.

estate labourers though they are immigrants from India. The Report states that there is, however, a proposal to ~~expand it~~ extend minimum ^{work} labour legislation to this class of labour also.

Political Status of Indians in Ceylon. - The most important event of the year under report in Ceylon was the inauguration of the reformed constitution. The Indian interest in the constitution centered round the franchise proposals concerning Indians on which the Governments of India and Ceylon held differing views, but this question was settled by His Majesty's Government, in pursuance of which Indians registered themselves as voters to the State Council in the third quarter of 1930 (vide pages 15 and 80-84 of our July 1931 and June 1930 Report respectively for details re. the franchise question). The figures relating to the number of Indians registered became available during the year under report. The total number of voters registered, including Ceylonese and non-Ceylonese, was 1,577,932 representing about 60 per cent of the total adult population of Ceylon. Of them, the total number of Indians registered was 100,574 which is about 21 per cent of the total Indian adult population. According to the Report, it is impossible to say what proportion of that population possesses the minimum domiciliary qualification of 5 years' residence. There is no question that the percentage of Indians registered to the total number entitled to the franchise is considerably higher than 21. The main factors which prevented a more extensive registration of Indian voters were the intimidation of a large number of Indian estate labourers against applying for registration and the apathy, the disorganization and the lack of leadership among the Indians themselves. Educated Indians, the Report remarks, in Ceylon are gradually becoming more alive to the need of greater organization; and the Ceylon Indian Association is at present engaged in a systematic membership campaign. The Report expresses satisfaction at the rapid increase in the number of registered voters during the year under review.

In the elections to the State Council which was held in June 1931, out of a total of 46 elected councillors, 3 were Ceylon Tamils and 2 Indians. One of the two Indians, Mr. Peri Sundaram, was elected Minister for Labour, Industry and Commerce.

Immigration Figures: - The Census of 1931. - One of the most interesting features of the Census, taken in February 1931, is reported to be the much higher increase in the percentage of Estate population since 1921 as compared with the general population of Ceylon. The total population of Ceylon increased from 4,504,549 in 1921 to 5,312,548 in 1931. During the same period the Estate population (nationalities) increased from 568,850 to 790,376. Thus, while there was an increase of 17.94 per cent in the total population of Ceylon, the increase in the Estate population came to 38.94 per cent. This increase is reflected in the population of practically all planting Districts.

Total Number of Indian Labourers in Ceylon. - The total number of labourers (including dependants) on Estates in February 1931 was 790,376, of whom Indian labourers alone numbered 697,205. This shows that 88 per cent of the labourers on Estates is Indian. The number of Indian labourers on Estates in 1921 was 498,158. Thus,

during the last decade there has been an increase of 40 per cent in the Indian Estate population of Ceylon. In December 1931, there were 682,358 Indian labourers in Ceylon, of whom 220,848 were men, 212,609 were women and 248,901 were children. These figures show how universal family life is among Indian labourers in Ceylon.

Immigration into Ceylon. - The increase in the number of Indian labourers during the last decade is trifling compared to their increase during the last 100 years. The following figures show the tremendous volume of immigration from India to Ceylon during the last 100 years:-

1827	.	.	.	10,000
1847	.	.	.	46,140
1867	.	.	.	52,779
1877	.	.	.	167,196
18 1931	.	.	.	697,000

In view of this increase, it is perhaps not surprising that certain politicians, both in India and in Ceylon, have viewed this human movement with alarm and have advocated the application of the brake.

Economic forces, stronger than political, have been working towards the decline of immigration since 1929. The number of Indian labourers who came to Ceylon in 1931 was only 68,337 against 91,422 in the preceding year and 10,095 in 1929. This figure is by a far the lowest since 1923 and clearly reflects the depressed state of the main industries of this Island.

Departures to India. - The 75,866 labourers returned to India in 1931 against 98,728 in 1930.

Nett Immigration. - During each year from 1923 to 1928, the number of immigrants into Ceylon was well in excess of the number of departures from Ceylon, the excess in 1927, when immigration into Ceylon reached its high water mark, having been not less than 71,917. In 1929 the excess of arrivals had fallen to 3,867, but in 1930 the process was reversed and departures outnumbered arrivals. This tendency persisted in 1931, when immigration into Ceylon again fell short of emigration from Ceylon by 7,529.

Repatriation. - With the depression in tea and rubber and the consequent closure of Estates, it was to be expected that the number of labourers repatriated to India, would be high. 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 labourers. The number of repatriates under both these categories was higher than in any previous year. Under the former category was repatriated 296 persons in 1931 against 61 in the preceding year, while under the Scheme for the repatriation of sick and indigent labourers 4,772 persons were

repatriated against 3,216 in 1930. The largest number of repatriations, however, was effected under a Scheme which was evolved in the closing months of 1930 to meet the depression in rubber and consequent unemployment among labourers. The number of labourers repatriated under this Scheme in 1931 came to 10,645. Surprise is expressed that more were not repatriated under this Scheme, for it is estimated that some 100,000 acres of rubber have been closed down. There was, however, no appreciable unemployment among Indian labourers. This indicates that though a rubber Estate labourer is normally disinclined to work on tea, the movement of labour from rubber to tea has, under the stress of necessity, proved bigger than anticipated.

Recruitment. - The number of recruiting licenses issued in 1931 was by far the lowest since 1924. Only 5,181 licenses were endorsed by the Agent during 1931 as compared with 14,380 in 1930 and 19,331 in 1920. This was chiefly due to the prevalent depression in tea and rubber. Recruitment to mid-country and low-country Estates was practically at a standstill; and even recruitment for high grown tea, which remained unaffected by the depression, was reduced to the minimum. The policy adopted during the year under report was to encourage local as opposed to coast recruiting. The vast majority of labourers came, as usual, from the Tamil Districts of the Madras Presidency. The Telegu Districts contributed 455, the Malayalam Districts 230 and Mysore only 39. The rest, numbering some 67,600 came from the Tamil Districts, including the State of Pudukottah which contributed some 4,700 labourers. Among the Tamil Districts, Trichinopoly, as usual, headed the list with over 25,000 labourers. Salem was a bad second with nearly 11,000 labourers. 23 cases of alleged irregular recruitment against 12 in 1930 and 11 in 1929 was forwarded by the Agent to the Protector of Emigrants at Mandapam for action under Section 28 of the Indian Emigration Act, 1922.

Depression and the Reduction of Minimum Wages. - The year under report was worse than 1930 as far as rubber and tea — the two staple industries of the Island — were concerned. In 1930, depression was confined to rubber and had not affected tea but in 1931 both industries were passing through a severe crisis. Thus, the price of rubber which had sagged to 14 cents per lb. in October 1930 fell to 11 cents during 1931 and in April 1932 had fallen to 7½ cents. High grown tea continued to fetch reasonable prices but the price of low country and mid country tea in 1931 had fallen from 60 to 43 cents and from 69 to 50 cents respectively.

The price of rice fell from Rs.6.40 per bushel at the time of the introduction of the minimum wages to a little more than half that price in the low country districts and a little less than Rs.5 in the up country districts during the year under review. The employers being hard hit by depression proposed the reduction of the minimum wages on the plea of reduced cost of living, by 5, 4 and 3 cents respectively in the wages of men, women and children, provided that rice was issued at Rs. 4.80 instead of Rs. 6.40 per bushel. This proposal was adopted in May 1931 with the concurrence of the Government of India.

This adjustment of wages was only a palliative to the majority of estates. Therefore, the machinery prescribed in the Minimum Wage

Ordinance for a reduction of wages was set in ~~the~~ motion; and the Estate Wages Boards were summoned. Though their recommendations differed in minor details all the Wages Boards recommended a reduction of 20 per cent. in wages, provided that rice was issued at Rs. 4.80 per bushel. In making ^{the} recommendations, the Wages Boards proceeded on the assumption that the labourers' cost of living in articles other than rice had fallen by 20 per cent. While it was abundantly clear that there was a fall in the cost of living, the exact extent of that fall became a matter of dispute, and eventually it was decided to proceed on the assumption — for it was no more than an assumption — that the labourers' cost of living in articles other than rice had fallen by 15, 16 and 17 per cent respectively in up-country, mid-country and low-country Districts. After prolonged and detailed consideration of the circumstances which would affect a reduction of wages, it was decided to leave wages on up-country Estates unaltered and to effect a reduction of wages on mid-country and low-country Estates in harmony with the estimated fall in the cost of living, namely 16 per cent in mid-country, and 17 per cent in low country ~~the~~ Districts. The revised rates reduced the wages in the low country from 45, 36 & 27 cents to 41, 33 and 24 cents respectively to a male, female and child worker, provided the issue price of rice remained at Rs. 4.80 a bushel, and in the mid-country to 43, ~~33~~ 35 and 25 cents from 47, 37 and 28 respectively. These revised rates have been given effect to from the 1st February 1932 and will remain in force for a period of six months, at the end of which the whole question of wages will be reconsidered in the light of such material as may then be available. The report mentions that a proposal to introduce a sliding scale of wages, varying in accordance with the varying price of rice, has been abandoned as it was considered undesirable to link up the cash minimum wage with the price of rice and thereby to restrict the labourers' freedom to buy rice from outside the Estate. A proposal for the reclassification of up-country Estates in accordance with their economic condition was also given up.

Labour Ordinances. - In labour legislation, Ceylon, while considerably ahead of India, lags far behind Western or Australasian countries. There is no Ordinance dealing with the right of association, insurance against accidents, sickness, unemployment or old age. Nor is it certain that all modern social legislation is suitable for an agricultural country like Ceylon. The following are the Ordinances, affecting Indian labourers in Ceylon: (1) Ordinance No.11 of 1865; (2) Ordinance No.13 of 1889; (3) Ordinance No.43 of 1921; (4) Ordinance No.1 of 1923; and (5) Ordinance No.27 of 1927. Ordinance No.11 of 1865 applies to all labourers, Indian or Sinhalese, working on Estates or elsewhere. The other Ordinances apply exclusively to Indian labourers working on Estates. Ordinance No.43 of 1921 was a land mark in the history of the Indian labourers in Ceylon, as it abolished the notorious "Tundu" system, ^{Ordinance No. 1 of 1923} established the "Immigration Fund" to which are debited all charges in connection with the recruitment, the transport and the repatriation of Indian labourers. It also created the appointment of the Controller of Indian Immigrant Labour and recognized the appointment of the Agent of the Government of India in Ceylon. Ordinance No.27 of 1927, generally known as the Minimum Wage Ordinance, provided the machinery for fixing rates of

minimum wages for Indian Estates labourers and effected certain amendments to the earlier Ordinances. In addition, there are also certain other Ordinances which deal with cognate matters such as medical wants on Estates and the education of Estate labourers.

Working of the Minimum Wage Ordinance. - During the year under report, however, depression imposed an almost intolerable strain on the working of the Minimum Wage Ordinance. On rubber Estates, in particular, the Ordinance was strained to the breaking point by the irregular payment of wages to tappers—an irregularity, justified, if at all, by the plea, necessity. On tea Estates, again, breaches of the Minimum Wage Ordinance were of more frequent occurrence than in previous years. Irregularities were particularly noticeable in the payment of wages to pluckers. On certain Estates pluckers were paid entirely according to the outturn; and no attempt was made to make up the wages of indifferent workers to the minimum.

Indebtedness of Indian Labourers. - The evil of indebtedness can be traced directly or indirectly to the Kangany system. The report remarks that whatever merits this system may have had in the past and still possesses at present, there is no question that it is a stumbling-block to the labourers' economic independence. The labourers who have once borrowed from the Kangany realize before long that their wages are no longer their own. It is true that at present wages have to be handed over directly to the labourer; but so universal is the labourer's indebtedness to the Kangany and so strong is the Kangany's hold on the labourer that a Superintendent, however well-meaning, sometimes finds it difficult to prevent irregularities.

Remedies for Indebtedness. - All the remedies that have been adopted so far, for instance, the immunity of the 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 which the Kangany possesses in practice, if not in law, for the recovery of his debts is the discharge ticket—a security rendered doubly secure by the operation of the Discharge Ticket Agreement. It is suggested if this security is removed, the practice of making—and, consequently of receiving—large cash advances will show an appreciable diminution, the movement of labour will be restricted, the employers will be less harassed by professional rovers and professional petitioners, and the labourer will become a free man. This should be accompanied by the encouragement of thrift and prudence among labourers and the formation of such beneficent institutions as Savings Banks and Co-operative Societies.

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 1931 the birth rate among Indian Estate labourers was 34.2 per thousand against 37.4 for the whole of Ceylon. The lower birth rate among Indian labourers 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. Death rates among Indian

labourers have fallen progressively from 35.2 per thousand in 1924 to 20.8 in 1931. This reflects the improvements effected in recent years in the sanitary conditions of Estates. This improvement is reflected but to a minor extent in infantile mortality as well. For every 1,000 births, 184 infants under one year died in 1931 against 194 in the previous year. The corresponding figure for the total population of Ceylon in 1931 was 158. Maternal mortality was also heavy. 20.4 mothers died out of every thousand at child-birth. The report observes that there is no question that the rates of infantile and maternal mortality can be reduced considerably by the more extensive employment of trained midwives and the construction of ~~ly~~ lying-in rooms. The chief causes of death, apart from debility are pneumonia, infantile convulsions, ankylostomiasis, dysentery, diarrhoea and enteritis.

Housing of Labourers. - No improvements or additions were effected during the year under review regarding the provision of housing facilities to estate workers. Overcrowding was practically unknown. Lines and line compounds were kept in fairly clean condition, in spite of the fact that the number of line sweepers was reduced on many Estates as a measure of retrenchment.

Medical Relief. - The number of hospitals and dispensaries scheduled to Estates remained the same as last year, namely 66 and 108 respectively. These institutions, however, are used to an increasing, and in some cases, to an exclusive extent by the indigenous population. The number of Estate hospitals was 87 against 88 in the previous year while the number of Estate dispensaries increased from 715 to 720. Most of the dispensary buildings are reported to be unsatisfactory.

Maternity Benefits. - Maternity benefits on Estates vary from Rs.2 to Rs.5 and half a bushel of rice. As a result of the present depression, the general level of maternity benefits is reported to have suffered. The maternity benefits recommended to be made compulsory by the Medical Wants Ordinance Committee were 4 measures of rice and Rs.1 in cash per week for 4 weeks. The Royal Commission on Labour in India also recommends the grant of maternity benefits on a more liberal scale than is the practice in Ceylon. (vide page ^{263-265 of 4/12} 60 of the Whitley Report). While in Ceylon there are a few Estates where maternity benefits are granted on a generous scale and the care of the expectant mother and child leaves little to be desired, there is no doubt that the average Estate falls far below the standard recommended for adoption in India by the Royal Commission on Labour. It is pointed out that, as recognized by the Royal Commission, "some form of legislative compulsion is necessary".

Education. - The total number of registered Estate schools at the end of September 1931 was 554 as compared with 501 at the end of 1930. The total number of children of school-going age at the end of September 1931 was 72,533, of whom 41,435 were males and 31,098 were females, as compared with 77,723 in 1930, of whom 44,030 were males and 33,693 were females. The total number of children who actually attended school in 1931 was 39,163, of whom 27,516 were males and 11,647 were females, as compared with 42,671 in

1930, of whom 29,762 were males and 12,909 were females. Thus, 53.99 per cent of the total number of children of school-going age attended school in 1931, as compared with ~~54.9~~ 54.9 in the previous year. The report states that this set-back in the provision of educational ~~at~~ facilities for Estate children was due to the depression as a result of which 33 schools were closed in 1931. 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 have been made by the Agent:-

In the report for 1930 it was stated that depression cast its lengthening shadow over almost every activity connected with the life of the Indian labour in Ceylon. In 1931 the shadow continued to lengthen. Rubber could not extricate itself from it, and even tea, except that grown in high elevation, lay under it. Recruitment for low-country and mid-country Estates was practically at stand-still; and even on up-country Estates recruitment was restricted to the irreducible minimum. The number of immigrant labourers into Ceylon was the lowest since 1923; and the number of repatriates from Ceylon the highest. The demand for a reduction of minimum wages, which began towards the end of 1930, gathered force throughout the year 1931 and resulted in an actual reduction of wages on low-country and mid-country Estates from February 1932. Wages were reduced in other ways too. Work on fewer days in the week and shorter hours in the day was offered by the employers and accepted, sometimes grudgingly, sometimes gratefully, by the labourers. Irregularities in the payment of wages were more rampant, especially on rubber Estates, than in previous years. Housing and sanitary improvements on Estates suffered a set-back; and even in the treatment of labourers for hook-worm certain employers showed, according to the Director of Anchylostomiasis Department, a reluctance to avail themselves of his services. The education of Estate children was affected; the registration of new schools was severely restricted; and the percentage of school-going children, already by no means high, showed a slight decrease. Yet the picture is not all dark. The very severity of the depression called forth those qualities of mutual regard and adjustment between employers and labourers on which the successful working of an Estate primarily rests. If the facility with which wages were reduced directly and indirectly showed the dependence, the non-chalance and the fatalism of the Tamil labourer, it also confirmed his innate sense of loyalty towards his employer and the sane appreciation of economic facts. As for medical relief and education on Estates, the optimist may perhaps take heart from the fact that, in view of the severity of the depression, the set-back in these respects was not greater than it was. One feature, in particular, gives ground for satisfaction, namely, the decrease in infantile mortality which, though still undoubtedly high, fell from 194 per 1,000 in 1930 to 184 per 1,000 in 1931. It is also gratifying to note that the political rights of Indian labourers which were secured with difficulty in 1930 were exercised during the year under report, if not extensively, at any rate with discernment; and the elections to the State Council, while reflecting the unorganized state of the Indian community in Ceylon and its lack of leadership, also showed its political potentialities. In any case, it is a matter for unalloyed satisfaction that the portfolio of Labour, Industry and Commerce under the reformed Constitution is held by an Indian.

Elimination of Women Underground Workers:

Plans to Minimise Suffering.

The Regulations framed in 1929 under the Indian Mines Act, 1923, prohibited the employment of women underground in mines, other than the coal mines of Bengal, Bihar, Orissa and the Central Provinces and the Salt mines of the Punjab, with effect from the 1st July 1939, and in all other mines, with effect from the 1st July 1929. In the coal mines in Bengal, Bihar and Orissa and the Central Provinces and in the salt mines in the Punjab, women may still be employed underground up to the 30th June 1939, provided that the total number of women so employed at any time in any mine does not exceed a gradually decreasing percentage (i.e., 29 per cent. in the case of coal mines decreasing by 3 per cent. each year and 40 per cent. in the case of the salt mines decreasing by 4 per cent. each year) of the total number of both men and women employed underground in the mine. These provisions for exemption were made with a view to ward off serious dislocation in the industry that might result from an abrupt stoppage of women labour underground and also to enable the labour force concerned to gradually adjust itself to the economic consequences of the stoppage of the earnings of women underground workers. The steps taken for the elimination of women underground workers have brought about a marked decline in the number of such workers in coal mines. The following figures relating to women underground workers are taken from the Annual Report for 1930 on the working of the Indian Mines Act, 1923, submitted by the Chief Inspector of Mines in India.

In 1928 the number of women underground workers (in all classes

of mines) was 31,785. As a result of the Regulations prohibiting the employment of women, their numbers had declined in 1929 to 24,089 (23 per cent. of the men and women employed underground) and in 1930 to 18,684 (15.56 of the total number of men and women employed underground). The figures relating to women underground workers in coal mines alone are as follow: 1928 — 28,408 (men underground — 68,727), 1929 — 21,880 (men underground — 75,922) and 1930 — 18,287 (men underground — 81,665). The provincial distribution of women underground workers in 1930 was as follows:-

<u>Province.</u>	<u>Number of women employed underground.</u>		
	<u>In coal mines.</u>	<u>In salt mines.</u>	<u>Total.</u>
Bengal	6,128	...	6,128
Bihar & Orissa	11,376	...	11,376
Central Provinces	783	...	783
Punjab	397	397
	<u>18,287</u>	<u>397</u>	<u>18,684</u> in
			<u>in 1930</u>
			24,089 in 1929.

The discharge of large numbers of women underground workers effected in an indiscriminate manner and the resultant loss in wages have produced great hardship among mining labourers in the coal-fields. Commenting on this aspect, the Whitley Commission has pointed out that in view of the progressive reductions that are to be carried on till 1939 and the consequences of exclusion to the individual woman, as well as to her family, the coal industry should devise a fair and workable system which could be recommended for adoption to managers faced with the necessity of excluding considerable numbers of women in the near future. To this end, the Commission recommended early joint consideration of the matter by representatives of the employers, the workers and the inspectorate. The Indian Trades Union Federation also, at its annual meeting held at Madras

on 16 & 17-7-1932, had demanded that, in view of the serious economic consequences that are likely to follow from an indiscriminate discharge of women underground workers, instructions should be issued to Mining Boards to inquire into the matter in consultation with the representatives of miners (vide page 36 of the report of this Office for July 1932).

The printed report of the proceedings of a meeting of the Committee of the Indian Mining Association, Calcutta, held on 20-7-32 gives particulars of two meetings, attended by senior colliery managers, ^{representatives} ~~respectives~~ of local bodies and the inspectorate, held on 24-6-32 at Sitarampur and on 27-6-32 at Jharia respectively to discuss whether some system could be evolved for selecting women ^{for} exclusion from underground workings so as to cause least suffering to the miners' families concerned. Despite the disadvantages of immediate total exclusion of women, quite a large number present at the meetings favoured immediate exclusion of women. At the same time it was felt that for such views to have weight with the Government, the support of the Indian Mining Association and the Indian Mining Federation was necessary. Of the various suggestions put forward at the meetings for the elimination of women underground workers, the following secured the approval of the majority:- (a)

the exclusion of new-comers; (b) the exclusion of the wives and females of seasonal labourers; (c) the exclusion of the wives and females of labourers residing in distant villages; (d) the exclusion of widows and unattached females resident at the mines, so as to give them an early opportunity to obtain work on the surface and (e) the selection of the balance to be left to the sirdars of gangs of miners each of which gang will suffer the same percentage reduction.

The Committee of the Indian Mining Association at its meeting held on 20-7-32 considered the matter and decided that there was no reason to depart from the opinion expressed in the Association's memorandum to the Whitley Commission that the selection of women to be excluded from underground workings should be left to the managements of collieries who knew their labour best.

Hours of Work in Jute Mills:

Working Time Agreements in 1931.

A review of the various decisions taken by the Indian Jute Mills Association, Calcutta, from 6-11-1928 to the close of the year 1930, with regard to hours of work in the jute industry, was given at pages 20-24 of the July 1931 report of this Office. The crisis in the industry, which necessitated such measures, did not abate during 1931 and continued to persist during the current year as well. In 1931 also, therefore, various decisions had to be taken in the direction of curtailment of hours of work, a brief review of which is given below:-

Position during 1930:- The mills belonging to the Association worked sixty hours per week up to 30th June 1930, from which date a new agreement came into force. Under this agreement, working hours were reduced to fifty-four per week; double shift mills running for four days of $13\frac{1}{2}$ hours each per week, and single shift mills either four days of eleven hours and one of ten hours, or five days of ten hours and one of four hours per week. But the reduction of working hours provided for in this agreement failing to remedy the critical situation which it was designed to meet, there followed the subsidiary agreement dated 4th July, which provided for the closure of all mills in the membership of the Association for one full working week in each of the months, July, August and September 1930. This arrangement was extended, under a second subsidiary agreement dated 19th August, to cover the period October 1930 to March 1931, provision being made to review and decide subsequent working arrangements not earlier than 15th February 1931.

Agreement Operating from 2-3-1931. - The Committee of the Association reviewed the whole question early in February 1931 in the light of the unanimous views of the members of the Association that more drastic measures were required to cope with the situation. The recommendations of the Committee were embodied in the form of an agreement which was signed by all the members on 21st February. The agreement provided (a) for a reduction in working hours to 40 per week, double shift mills running two days of $13\frac{1}{2}$ hours each and one of 13 hours per week, and single shift mills, 4 days of 10 hours each per week; and (b) that concurrently with the introduction of the 40 hours working week, curtailment of output should be intensified by the sealing of 15% of the total complement of looms owned by each Mill Company, that is to say, the total of the hessian and sacking looms combined, the actual sealing to be effected on hessian looms of 40 inches reed space or over. The sealing of looms

in accordance with this provision was carried out, the understanding being that the looms so sealed would remain out of action until 31-12-31, but that the percentage would be subject to alteration on three months' notice given by the Association not earlier than 30th June 1931. In other respects the agreement followed the terms of previous agreements; it contained provision for the making up of time lost on account of strikes, shortages of coal and failure of electric power supply, for the continued employment of Association Inspectors, for the enforcement of penalties for infringements of the agreement; and it also incorporated the usual clauses prohibiting extensions and the control or purchase by members of jute mills not in the membership of the Association.

The 1932 Agreement. - Notwithstanding the reduction of working hours to 40 per week and the sealing of 15% of ^{the} looms, conditions failed to improve, and as was perhaps only natural in these circumstances, the adoption of the agreement referred to above was shortly followed by negotiations towards a further curtailment of output by the mills in the membership of the Association. To meet the position which they were called upon to consider, the Committee put forward the following proposals on 21-5-1931:-

- (a) That the mills should agree to close down entirely for two or for three working weeks during the period July/August 1931.
- (b) That the mills not disposed to close down entirely as suggested above should agree to work four days of eight hours each per week commencing 29th June 1931, this arrangement to continue for a period corresponding and equivalent to the closed period suggested above.

These proposals, however, failed to meet with the support of the requisite majority of members. In view of the serious position in which the industry found itself, the Committee strongly and unanimously recommended, at the end of June, that ^{the} mills should agree immediately to work forty hours per week, with 15% of all looms sealed in terms of the existing agreement, from 1st January 1932, until such time as ~~the~~ stocks were reduced to a reasonable level. Proposals to this effect were placed before members and were embodied in a new ~~agreement~~ agreement — the 1932 working time agreement — which was adopted on 24th July 1931. The principal points of similarity to and variation from previous working time agreements are indicated below:-

- (a) Working Hours. - The agreement provides for a continuance of the forty hour working week on a single shift basis only; for, during the first half of the year under review, all mills included in the membership of the Association, not previously working on this basis, changed over to the single shift system. The mills, however, continue to have the option of working either a four or a five day week, and a wide choice of working hours is allowed under the agreement.

- (b) Making up of Lost Time. - Mills are permitted under the 1932 agreement to make up time lost on account of (a) strikes, (b) shortages of coal, and (c) failure of electric power supply, provided the stoppage is for at least two whole working days.
- (c) Sealed Looms. - Clause 5 of the agreement provides that the 15% of all looms, sealed in terms of the agreement operating from 2-3-1931, shall continue to remain sealed. This provision applies meantime to hessian looms only, of 40 inches reed space or over; but the clause provides further that the Association may prescribe the ratio according to which the sealed percentage of looms shall be divided between looms producing hessian and sacking quality goods.
- (d) Non-Member Mills. - Clause 4 of the agreement embodies the provision which was first introduced in the agreement dated 16th June 1930, that members will not take over the control or management of any jute mills, not members of the Association and will not become parties to the sale, part-sale or purchase of such mills during the currency of the agreement.
- (e) Extensions of Productive Machinery and relative buildings. - As in previous agreements, members undertake that during the currency of the agreement they will not instal, nor place orders for, any extra productive machinery or relative buildings.
- (f) Jute Mill Inspectors. - Clause 6 provides, as the 1930 and subsequent agreements did, for the appointment and maintenance by the Association of a staff of Jute Mill Inspectors, who by regular visits of inspection to the mills, enable the Committee to satisfy themselves that the terms of the working time agreements are being strictly complied with by the mills.
- (g) The period of the Agreement. - The agreement remains in force until terminated by three months' notice given by the Association.

During the second and third quarters of the year under review, many members applied for permission to work a five-day week of eight hours per day in preference to four days of ten hours each per week. The current working time agreement was revised in this respect and re-adopted by the members on 6-10-1931.

(Summarised from pages 17 to 21 of the Report of the ^{Committee of the} Indian Jute Mills Association, Calcutta, for the year ending 31-12-1931).

Working of the Workmen's Compensation Act, Bengal, 1931*

According to the report, returns were received from 1481 concerns, of which 1350 were from Factories including Railway workshops, 2 from Tramways, 3 from Port Commissioners and 126 from mines. The total number of workmen employed per day during the year was 565,778 adults and 6,716 minors as against 649,090 and 18,810, respectively, in 1930. The total number of accidents for which compensation is reported to have been paid during the year 1931 is 2,334 against 3,210 in the previous year. Of the accidents shown in the returns, 78 are reported to have resulted in death, 285 in some sort of permanent disablement and the remaining 1,973 in disablement of a temporary nature, the corresponding figures for 1930 were 100, 356 and 2,754, respectively. Compensation paid for the above three classes of accidents was Rs. 47,390 for death, Rs. 63,711 for permanent disablement and Rs. 29,900 for temporary disablement as against Rs. 61,194, Rs. 85,042 and Rs. 46,835 respectively, in 1930. There was one case of lead poisoning resulting in permanent total disablement for which a sum of Rs 2,310 was paid as compensation.

The report states that the only trade union which took any marked interest in Workmen's Compensation during the year under report was, as usual, the Indian Seamen's Union. During the year under review the great majority of seamen's claims, however, were instituted direct. The Kharagpur Claims Bureau on Workmen's Compensation, to which reference was made in the last year's report, continued to

* Government of Bengal Commerce Department - Annual Report on the Working of the Workmen's Compensation Act in Bengal during the year 1931 - Calcutta; Bengal Secretariat Book Depot 1932 - Price . Indian, 13 annas; English, 1s.6d. - pp.15

function throughout the year. The Bengal Nagpur Railway Co., Ltd., in connection with whom this Bureau chiefly operates, settled a number of claims for permanent disability without contest. The Calcutta Claims Bureau, which represents most of the leading insurance companies and deals with a large number of claims continued its valued cooperation with the Commissioner throughout the year.

The report records with gratification that almost all the recommendations made by the Commissioner for Bengal have been incorporated in the Report of the Royal Commission on Labour before which he gave oral evidence in 1930, and also in the Amending Bill at present in process of circulation.

(The working of the workmen's Compensation Act in Bengal for during the year 1930 is reviewed at page 22 of the report of this Office for September 1931).

HK.

Factory Administration in Madras, 1931.*

The following information regarding the working of the Indian Factories Act in the Madras Presidency during 1931 is taken from the Annual report on the subject for 1931, submitted to the Government of Madras by the Chief Inspector of Factories, Madras.

Number of Factories. - The year began with 1,661 factories under the operation of the Act. 57 new factories were brought on the register during the 12 months under review and 82 factories were struck off the registers. In 26 of these, machinery and plant had been removed, in 2 mechanical power was discontinued, 1 was closed for 4 years, 6 factories were removed owing to change of premises (but all the 6 were registered again), 1 was burnt down, in 44 there was no proof of over 19 persons being simultaneously employed as required by the Act and 2 were treated as part of the main factory itself. Of the 1,636 factories on the register at the end of the year, 1,470 were in commission during the year, the remaining 166 being closed, partly due to the general trade depression. The decrease in the number of factories in commission may also be attributed to the same reason. Of the 1,470 factories in commission, 675 were perennial and 795 seasonal.

Number of Operatives. - The average daily number of operatives employed in 1,470 factories that were in commission during the year was 137,377 as against 142,549 mentioned in the last year's report. The decrease has been attributed to the smaller number as well as to irregular working of factories in commission and also, reduction of establishment in factories in commission. Of these, 5,667 were employed in Government and Local Fund and the rest in private factories. The cotton spinning and weaving industry engaged 36,254 operatives during the year while 6,361 were employed in jute spinning and weaving mills.

Number of Women and Children. - The total number of women and children employed in registered factories during the last five years were:-

<u>Year</u>	<u>Women.</u>	<u>Boys.</u>	<u>Girls.</u>
1927	30,860	4,253	2,455
1928	32,095	4,091	2,275
1929	35,036	4,319	2,328
1930	34,982	4,269	2,086
1931	33,761	4,094	2,388

The decrease in women has also been attributed to the smaller number and irregular working of factories in commission.

* Government of Madras - Development Department - G.O.No.886, 2nd July 1932 - Factories - Indian Factories Act, 1911 - Administration Report for 1931. - pp. 33.

Certification of Children. - The number of certificates issued during the year was 7,010 as against 7,393 in 1930. Prosecutions were taken up and convictions obtained in 7 cases of violation of section 23 of the Factory Act.

Inspections. - Of the 1,470 factories that were in commission during the year, 329 were inspected once, 594 twice, 348 thrice and 138 more than three times. The total number of inspections by all Inspectors was 3,127 (inclusive of visits by Additional Inspectors) as against 3,144 in the previous year. 61 factories were not inspected during the year.

Health and Sanitation. - The health of the operatives is reported to have been generally good. No epidemics among factory operatives were reported during the year.

The provision of medical facilities, as in previous years, was continued during the 12 months under review. The cleanliness of factory premises and their surroundings was well maintained. Orders issued departmentally and in several cases on the suggestions of the District and Municipal Health Officers, were, as a rule, promptly carried out. Action had, however, to be resorted to in 15 cases and conviction obtained in all of them.

Housing of Factory Operatives. - Six factories, in addition to the 261 already mentioned in the 1930 report, provided housing accommodation for operatives during the year. In two existing factories additional brick built houses (12 in one and 5 in another) were provided for work people. The proprietors of all tea factories provide housing accommodation for estate coolies and for those who work in the factories.

Education and Welfare Work. - Educational facilities for the children of operatives were provided during the year in two factories in addition to the 81 mentioned in the last report; 2 out of these 81, however, ceased to exist and the total number of factories providing educational facilities, therefore, remained unchanged. Special attention to the provision of medical facilities is reported to have been paid in tea estates in Kanara, South Malabar, Nilgiris, and Coimbatore, where estate coolies and factory operatives alike were benefited by them.

Lime-washing and Painting. - The periodical lime-washing of the inside walls and painting or lime-washing of wood-work of factories were generally carried out according to rules. Exemption from lime-washing walls of certain parts of a factory were given in 2 cases and from painting wood-work in one case. It is reported that the attention of managers were drawn to the rules wherever necessary and that prosecutions were taken up in 14 cases of infringement of the rule and 7 convictions were obtained in all cases.

Wages and Strikes. - The average rates of wages for skilled labour in 1931 varied from Rs. 1-5-6 for an oil man, Rs. 0-10-11 for a weaver (cotton) and Rs. 0-10-1 for a spinner (cotton). The last year's figures for the above categories of workers were Rs. 1-5-11, Rs. 0-9-3, Rs. 1-0-10 and Rs. 0-12-7. The average daily rates for unskilled labour ranged from Rs. 0-8-6 for a press coolie (male) and

Rs. 0-5-1 for a press coolie (female) to Rs. 0-6-9 for a male coolie and Rs. 0-4-3 for a female coolie in rice mills. Thus the average wages paid in factories during the year under report vary when compared with those paid in 1930. In eight cases of skilled labour there was an increase and in 13 cases there was a decrease; in the case of unskilled labour there was decrease all round owing presumably to trade depression.

There were nine strikes in registered factories during the year under review.

Fencing of Mill Machinery. - Fencing and guarding of dangerous parts of ways, works, machinery and plant are reported to have been well attended to. The dangers involved in unfenced machinery were explained to employers and operatives wherever necessary and steps were taken to see that the orders issued in this respect were complied with. Wearing of tight clothing by oilers, drivers, etc., was enforced and orders issued whenever irregularities were noticed.

Hours of Employment and Weekly Rest. - The rest interval of one hour prescribed by section 21(1)(a)(i) of the Act was observed in 1,321 factories. Only two printing presses in Madras have availed themselves of the proviso to section 21, requisite sanction of Government having been obtained to adopt the half hour's interval mentioned in the proviso. Exemption to the majority of the operatives from section 21 of the Act has been availed of by 69 factories on condition that sufficient time, though not a fixed period is allowed for meals. Returns were not received from 67 factories.

Sundays are generally observed as holidays in most of the factories. Substituted holidays in lieu of these were however given in 781 factories when Sunday work was done some time or other during the year. Exemption from section 22 has been availed of by 105 factories subject to the essential stipulation that no person shall be allowed to work for more than fourteen days without a holiday for the whole day.

The number of factories in which the normal weekly hours were not above 48 was 286 for men and 284 for women; above 48 and not above 54, 238 for men and 174 for women, above 54 was 879 for men and 722 for women. The 30-hour week for children is observed in 41, and more than 30, in 168 factories respectively.

Accidents. - 1,948 accidents occurred in factories during the year, as against 2,164 in the previous year. Of these, 14 were fatal, 400 serious and 1,534 minor, as against 19 fatal, 436 serious and 1,709 minor respectively during 1930.

Prosecutions. - Occupiers and managers of 72 factories involving 89 persons were prosecuted during the year. In one case the occupier and manager of a factory were prosecuted and convicted twice during the year. In two cases one of the two accused was acquitted and in another the accused transferred their liability to a clerk who was convicted and one case was pending trial at the close of the year under review. Convictions were obtained in 413 counts,

the fines levied ranging from Rs. 9 to Rs. 330. The report remarks that in many cases the fines imposed by trying Magistrates are not sufficiently high to have a deterrent effect.

The Commissioner of Labour, Madras, in forwarding the report to the Government of Madras makes the following remarks:-

There has been a decrease in the total number of factories which stood at 1,636 at the end of the year 1931 as compared with 1,661 at the end of the year 1930. The average daily number of operatives and the number of women employed in the registered factories have also decreased. The Chief Inspector of Factories attributes the decrease to the smaller number as well as the irregular working of the factories in commission and also to the reduction of establishment in working factories. The number of children employed in the registered factories has slightly increased. The health of the operatives continued to be good and the facts mentioned in the Chief Inspector's report indicate an increasing desire on the part of factory owners to promote the welfare of their employees by providing housing, educational and other facilities. The number of industrial disputes culminating in strikes that occurred during the year is nine and some of them were of long duration. The number of prosecutions of factory owners for breach of the provisions of the Indian Factories Act and the rules thereunder has decreased from 84 factories and 103 persons in 1930 to 72 factories and 89 persons in 1931. The total number of accidents as well as the number of accidents due to machinery moved by mechanical power and those caused by flying splinters and falling weights has decreased, by about 10 per cent when compared with the figures of the previous year, the proportionate decrease in the number of factories in commission being about 1.5 per cent. The Government desired that action should be taken to minimize the number of accidents caused by falling weights and flying splinters and that the attention of the Railway authorities should be drawn to the heavy increase in the number of accidents occurring in their workshops. On an examination of the question, it was found that accidents due to flying splinters and falling weights usually occur in Railway workshops. The Railway authorities were therefore addressed in the matter and as a result, it is understood that workshop committees have been formed by them for the purpose of investigating the causes of accidents occurring in them and devising measures for preventing their recurrence. It is too early to gauge the influence which this safety propaganda has had on the number of accidents occurring in them.

(The Report on Factory Administration in Madras during 1929 is reviewed at pages 23-26 of our August 1930 report and that for 1930 at pages 24-27 of the August 1931 report).

HEK.

Factory Administration in Bihar & Orissa, 1931.*

The following information regarding factory administration in Bihar and Orissa during 1931 is taken from the Annual Report on the working of the Indian Factories Act during 1931 in that province, submitted by ~~the~~ Chief Inspector of Factories, Bihar & Orissa.

Number of Factories, Operatives & Inspections. - The number of factories on the register ~~at~~ at the beginning of 1931 was 301. 22 new factories were added and 5 factories removed from the register during 1931, leaving a total of 318 registered factories at the end of the year. Of this number, 38 did not work, but were retained on the register as there appeared to be reasonable prospect that they ~~do~~ ^{would} do so later. Of the 280 working factories, 241 ~~were~~ ^{are} perennial and 39 ~~are~~ seasonal. The number of persons employed during the year was 2,356 less than in 1930, being 63,959 men, women and children. The decrease of about 4 per cent in the number of persons employed is, it is stated, probably not a true indication of the extent to which the prevalent trade depression has reduced factory outturn. The number is the maximum of persons employed on any one day of the year and so takes no account of either short time or of the months in which there may have been a considerably less number of persons than the maximum. During the year under report, no factory of any kind remained uninspected. Further, the number of inspections rose to 490, as against the previous highest figure of 387, an increase of 26 per cent in the number of visits paid.

Sanitation and Health of the Workers. - Sanitation and water-supply remained fairly satisfactory and without notable change from the condition in 1930. There were no serious violations of the rules. The health of employees continued to be normal. No epidemic and no industrial disease has been observed.

Wages. - The rates of wages paid show very little change, and that only in a few cases, from those for 1930. There had evidently been no movement, during the year under report, to transfer the burden of trade depression to the workman by reducing his rate of wage.

Women & Children. - The reduction in the number of women and children, which was observed in the previous two years, continued in 1931. The number of women fell from 6,439 to 5,369 or about 16 per cent and the number of children from 807 to 558, or about 30 per cent. A few cases of illegal employment of children were detected. One Manager was prosecuted and the others warned.

* Annual Report on the working of the Indian Factories Act in the province of Bihar and Orissa, 1931. By the Chief Inspector of Factories, Bihar and Orissa. Superintendent, Government Printing, Bihar and Orissa, Patna, 1932. Price Re.1-4-0 pp.31.

Fencing & Protection. - According to the report, the standard of fencing continues to improve. The report states that the present condition of factory fencing in general may be expressed by saying that managers' greatest shortcoming in this respect now is that they still expect to get an order from an inspector before they fence new machines, whereas the position cannot be considered really satisfactory until managers in general have imbibed the idea of making their machinery safe on their own initiative and as part of a manager's functions.

Accidents. - The total number of accidents during the year was 2,007 as against 2,281 in 1930. Of these, 1,985 occurred in perennial factories and 22 in seasonal factories. The remarkable feature of the year was the low number of fatal accidents, 13 as against 30 in 1930. The previous lowest figure was 17 in 1922 and 1923. The highest previous figure was 54 in 1926. There were 374 serious accidents and 1,620 minor accidents during 1931 as against 459 and 1,786 respectively in 1930.

Prosecutions. - During the year 43 charges were preferred and 42 convictions obtained against 28 persons. The corresponding figures in 1929 and 1930 were, 3 and 17 convictions against 2 and 9 persons. ^{respectively} The increase in the inspection staff during the year under review with the attendant increase in inspections was responsible for the increase in prosecutions.

(The working of the Indian Factories Act in the Province for 1929 was reviewed at pages 14-15 of our October 1930 report and that for 1930 at pages 13-14 of our November 1931 report).

Retrenchment in Ceylon Railways.

The following information regarding retrenchment in the Ceylon Government Railway is taken from the Press Report of the All India Railwaymen's Federation, dated 30-6-32 (No.12):

The Ceylon Government Railway employs 20,535 workers. On account of the reduction in railway earnings, a temporary wage-cut with effect from 1st February 1932 on the following basis has been enforced:

- (a) Public servants in receipt of Rs. 4,800 per annum and over, 10 per cent.
- (b) Public servants in receipt of less than Rs. 4,800 per annum but not less than Rs. 900 per annum, 7½ per cent.
- (c) Public servants in receipt of less than Rs. 900 per annum but not less than Rs. 450 per annum, 5 per cent.
- (d) Public servants in receipt of less than Rs. 450 per annum, 2½ per cent.

Note. - The reduced salary of an officer in a lower category is not to exceed the reduced salary of an officer in the next higher category.

The following are the figures of staff, paid on daily or hourly basis, discharged under retrenchment since 1930:-

From	1-1-30	to	31-12-30	=	2,024
"	1-1-31	to	31-7-31	=	428
"	1-8-31	to	31-10-31	=	938

The principle followed in this connection is to discontinue the shortest service men. In certain Railway Workshops, working time has been reduced to 3 and 4 days per week, as an alternative to compulsory discharge.

Compulsory Labour:

Mysore Legislation to Meet Irrigation Emergencies.

H.H. the Maharaja of Mysore has given his assent on 11-7-1932 to a legislative measure (Mysore Irrigation Regulation, No.1 of 1932) designed for the proper regulation and control of forced labour in periods of emergencies so as to maintain a normal supply of water for State irrigation purposes (A copy of this ^{Regulation} ~~Act~~ has been forwarded to Geneva with this Office's minute D.1/2323/32 dated 1-9-32). The main features of the new legislation are summarised below:-

Whenever it appears to an Irrigation Officer that unless some work or repair is immediately executed, an irrigation work would sustain serious damage as to cause sudden and extensive public injury, or that unless some clearance of an irrigation work which is necessary in order to maintain the established course of irrigation or drainage is immediately executed serious public loss would occur, and that the labourers necessary for the proper execution of such work, repair, or clearance, cannot be obtained in the ordinary manner to prevent such injury or loss, it shall be lawful for such an officer to require the patel (village headman) or patels of the village or villages in the vicinity to call upon all or any of the able-bodied male persons who reside or hold land in or near the locality to assist in the execution of the same by their labour as he may direct.

All persons labouring or detained for the purpose of labouring by day, in compliance with the above, shall, as soon as may be reasonably practicable, and in any case within fifteen days from the date of such impressment, be paid by the Irrigation Officer or the Amildar (Revenue officer) of the place for their labour and detention at 25 per cent in excess of the rates for the time being prevailing in the neighbourhood. If the persons are required to work, or are detained at night, they shall be paid at double such rates.

The rates of wages fixed by the Mysore Government may be compared with those provided in Articles 13 & 14 of the Forced Labour Convention in the following two respects:-

(1) Whereas the Convention provides for the payment of wages at rates not less than those prevailing for similar kinds of work either in the district in which the labour is employed or in the districts from which the labour is recruited, whichever is the higher, the Mysore Government provides for payment of wages at 25 per cent in excess of those prevailing for the time being in the neighbourhood.

(2) Whereas the Convention provides for the payment of wages for hours worked in excess of the normal working hours at the rates prevailing in the case of overtime for voluntary labour, the Mysore Government provides for payment of wages for night work at rates double of those paid for work during day time.

Wages in Jute Mills: Efforts for Standardisation.

The Whitley Commission Report has, referring to the need for standardisation of wages in Indian industries, commented on the striking disparities in wages operating in an industry situated in the same locality in this country. The differing wage standards in the cotton industry have already received a fair amount of attention; the Bombay Industrial Disputes Committee in 1922 and the Textile Tariff Board in 1927 had considered the question and recommended to the Millowners' Association of Bombay a system of

standardised wages for the same classes of work as between mill and mill. The jute industry, on account of the comparative freedom from strikes that it has enjoyed, has not had occasion to seriously take up the question of standardisation of wages till the Whitley Commission began its investigations. The Bengal Government, in its evidence before the Commission, drew pointed attention to the inchoate conditions regarding wages prevailing in the jute industry. The Kankinarrah Labour Union, Calcutta, also urged before the Commission the insistent need for standardisation of wages. The Whitley Commission, after full investigation has, therefore, recommended "that the jute industry, which has all the advantages of high degree of organisation on the employers' side, should take early steps to investigate the possibility of standardisation of wage rates, both for time and piece-workers, associating with it representatives of bona fide trade unions".

The Indian Jute Mills Association appointed a sub-committee early in 1931 for the purpose of examining the question of jute mill wages. The Sub-Committee, who met on a number of occasions throughout the year, confined their attention for the most part to two aspects of the question before them, namely (a) the possibility of securing an arrangement between the mills situated in the same districts, which would have the effect of standardising the wages paid to the various grades of workers; and (b) the feasibility of adopting a common Association form of agreement for European jute mill employees, the idea being to standardise the whole scheme of salaries, bonuses, commission and other perquisites paid to such employees. This latter proposal, however, did not commend itself to the generality of the mills, and it has, accordingly, been abandoned by the Sub-Committee.

INDUSTRIAL ORGANISATIONEmployers' Organisations.39th U.P.A.S.I. Conference, Bangalore, 1932.

The 39th annual general meeting of the United Planters' Association of Southern India was held on 16 & 17-8-32 at the Mayo Hall, Bangalore. Mr. C.R.T. Congreve, President, was in the chair. There was a large gathering of planters and distinguished visitors present, which included Lt. Col. R.J.C. Burke, Hon. Resident in Mysore and Chief Commissioner for Coorg, Mr. G.H. Cooke, M.C., I.C.S., Collector and District Magistrate, Bangalore, and Dr. H.E. Watson, Officiating Director, Indian Institute of Science.

Mr. C.R.T. Congreve, the president, in his opening address dealt briefly with the depressed economic conditions prevailing in the principal plantation industries—tea, coffee and rubber, stressed the need for the acceptance of a policy of imperial preference, and referred at length to matters of interest ~~of~~ to planters, such as the work of the tea cess committee, the ban on raw coffee imports, the Motor Vehicles Act, the political situation, and the Whitley Report and estate labour. The following are extracts from the more important portions of Mr. Congreve's speech:

Economic Conditions: Need for Imperial Preference. - The whole world position is as bad ~~is~~ as it can well be. Until some mutual arrangements are made for the cancellation of War debts, we cannot expect to see any marked advance in the prices of tea or rubber.

The Coffee Industry. - A small ray of hope appeared when the British Government imposed a preferential duty on Empire tea and whilst for the moment this has not improved matters, visibly at any rate, it is to be hoped that when the stocks of tea, which were rushed to the London market to forestall the duty, are absorbed, a more healthy outlook may result. The Ottawa Conference is now sitting, and if some form of Empire preference can be agreed upon, it seems possible we may see tea and rubber selling at a price, which will at least be above the cost of production. It must be remembered, however, that no preference or subsidy can save an industry permanently and that it can at best only be a temporary help. The total prohibi-

-tion

of the import of raw coffee into this country has had a distinctly useful effect on local prices and at the present time the Indian market for coffee seems to be in a more healthy condition.

Rubber Industry. - There appears to be nothing good to say about the present position of the rubber market, present prices making it impossible for even the most carefully run estate to meet expenditure. Tapping operations on most rubber estates in South India have now been stopped and estates are, for the most part, on a purely maintenance basis; unless some improvement in the price of this commodity takes place in the very near future, it seems certain that the industry in South India must be doomed, and the very large capital invested in it lost.

Whitley Commission and Estate Labour. - As a result of the Whitley Commission Report, the Government of India are considering various bills for the betterment of labour-conditions in this country, but why estate labour should be specially picked out for this purpose it is difficult to understand. It is proposed to extend the provisions of the Workmen's Compensation Act to estate labour, but, apparently, though estate labour must form an almost infinitesimal percentage of the labour employed on agriculture in this country, no other agricultural labour is to be at present anyhow brought under the bill. I believe I am correct in stating that it is recognised that labour on estates is as well as or better than other agricultural labour in India. Every sort of benefit is provided free, by the majority of the estates, such as excellent housing, maternity benefits, medical attention by competent medical officers, welfare work and free food for the children and sick, etc. If, however, the Government are going to insist on the Workmen's Compensation Act being extended to ordinary estate labour, with probably other ordinances to follow, it appears to me probable that employers may find themselves unable, for financial reasons, to continue to expend the very large sums of money voluntarily that they have spent during the past several years for the benefit of their labour forces.

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

1. Reorganisation of the U.P.A.S.I. - Mr. N.M. Creig's resolution on the subject urged that the whole question of the reorganisation of the U.P.A.S.I. should be referred to a committee and that the committee should consider the question, as early as possible, on lines acceptable to all and report to District Associations, owners, companies and firms interested in Planting in South India, and that, as soon as was reasonably possible, when time had been given for the proper consideration of their proposal, an extraordinary general meeting should be called to investigate and, if thought fit, to pass the necessary resolutions for the reorganisation and alteration of any of the Articles of Association and rules of the U.P.A.S.I. (Carried).

2. Labour Suppliers. - That a new rule be added to the

U.P.A.S.I. Labour rules: "Every estate, on ceasing to employ a registered labour supplier, shall notify the fact to the Labour Department immediately, together with details regarding the suppliers' capabilities and character, his further indebtedness to the estate, if any, and full reasons for the termination of his employment. Any member acting in contravention of this rule shall pay a penalty not exceeding Rs.50".(Carried)

3. Plantation Factories to be Classed as 'Seasonal'. - Mr. R.N.W.Jodrell moved that in view of the proposed amendment to the Factories Act, to the effect that factories should ordinarily be termed 'perennial' factories, if they worked for more than 180 days in a year, the Association was strongly of the opinion that factories in South India manufacturing tea, coffee and rubber should be continued to be classed as "seasonal" and that the local Government should be informed accordingly. (Carried).

4. Workmen's Compensation Act. - Mr. L. Newcombe moved: That this Association strongly protests against the application of the Workmen's Compensation Act to labour employed on Plantations, unless and until it is also applied to all labour employed by Government departments, such as Forest, Public Works, etc., and to all agricultural labour employed by landholders in India.

In moving the resolution, Mr. Newcombe said that the subject was an important one, in view of the fact that the proposed measure was only the first of a series of acts with which they were threatened. He deprecated the opinion expressed by the Indian Tea Association from London that in view of the rarity of accidents, there was no objection to the proposed amendment and said that the Planters' Association had not been consulted in the matter. The Coorg and Mysore Associations viewed their action with great reprobation. The proposed amendment had on the face of it ignorance of and prejudice against the planting industry. Till now there was a certain amount of equity provided for in such measures. But in the present instance there was not a single reciprocal item in it, to protect the employer from fraud, etc. He would say in passing that at the present time the labourers in South India were the freest of labourers in the world. There was a certain amount of uneasy feeling in Coorg that this question had already been somewhat prejudiced. He felt that the proposed legislation would only serve to increase litigation and promote mistrust between employers and employees. In the depressed State of Industry, such legislation would only go to benefit a few to the detriment of a great many. In England, time was now being devoted to correct the mistakes made in such socialistic legislation in the past. If the authors of the legislation were honest and sincere in their desire to promote the interests of all agriculturists, why should they single out the Plantations alone? The speaker said that Mysore had set a noble and sane example in the matter of legislation on such matters.

Mr. F.E.James said that the proposed legislation ^{was not} did not seek ^{to be} extended merely ^{to} plantation labour, but that it ^{was} sought to ^{be} extended to other forms of labour as well. The result of the legislation

would be that 2 million people more would come under the protection of the ^{Women's} Compensation Benefit Act and nearly 1 million would be included in labour on estates.

The resolution was carried.

5. Coffee Propaganda. - "The U.P.A.S.I. do get in touch with the Coffee Growers' Association and all local Governments interested in the production of coffee with a view to preparing and forwarding a memorandum to the Government of India requesting them to form and control a coffee cess for the purpose of advertising Indian Empire Coffee in India and abroad". The mover said that the cess should amount to a sum of 3 annas per cwt., which, on an average annual production of 12,000 tons, would give to the coffee cess funds Rs. 45,000, excluding cost of collection by Government, which, in the case of the Indian Tea Cess Committee, amounted to 1 pie in the rupee. This sum should be equally divided for advertising in Europe through the Empire Marketing Board and in India through the organisation afforded by the Coffee Growers' Association."

The resolution was carried.

6. Import Duty on Machinery. - The resolution on this subject urged that the Association should continue to press for the abolition of import duty on certain types of machinery connected with the manufacture of tea and coffee which were two of India's most important agricultural industries. (Carried).

7. Reduction of Assessment on Rubber Estates. - The planting member in the Cochin Legislative Council had sent a wire to the Conference to the effect that the reduction of assessment on rubber estates sanctioned by the Cochin Government in view of the depressed conditions prevailing in the industry would be continued in force in 1933 also. The Conference resolved that Mr. F.E. James should take steps to see that similar sympathetic action should be taken in British India also.

The Conference elected Mr. R. Fouke (Nilgiri-Wynaad) as president of the U.P.A.S.I. for 1933.

(The proceedings of the 38th annual general meeting of the U.P.A.S.I. are summarised at pages 49 to 52 of the report of this Office for August 1931).

Workers' Organisation

49

A.I.T.U. Congress; To Meet at Madras from ¹⁰ ~~3~~ to ¹² ~~5~~-9-32.

It is understood that the next session of the All India Trade Union Congress will be held at Madras on 3rd, 4th and 5th September 1932. The reception Committee of the A.I.T.U. Congress met at Madras on 10-8-32 and adopted the following programme for the conducting of the Conference. The minimum fee for membership ~~for men~~ in the Reception Committee shall be Rs.5 and for delegates Rs.2 only. Visitors for the whole of the Session shall be admitted at the following rates:- Bona fide members of Trade Unions at one anna each; others at annas two each, and for reserved seats Rs.5 only; and (2) that the flag to be hoisted should be red with a central design of sickle and hammer in white. The following resolution was passed unanimously:-

"In view of the fact that the All India Trade Union Congress is going to hold its session in Madras during the 3rd, 4th and the 5th of September 1932, and will deal with the present situation in the Indian Railways as one of the outstanding questions, this Committee requests the All India Railwaymen's Federation to postpone the proposed strike till after the Congress session."

It was further resolved to request both the All India Railwaymen's Federation and the Railway Board of the Government of India to place their respective cases before the forthcoming session of the All India Trade Union Congress, as well as to send all their available literature to enable the A.I.T.U. Congress to consider the question in all its bearings and give the workers the right lead.

*According to information received in
His Office on 3-9-32, the ~~sess~~ dates for
the session of the A. I. T. U. Congress have
been postponed to 10, 11 & 12 - September.*

Economic Conditions.Additional Protection for Indian Cotton Industry:Tariff Board's Recommendations.*

At pages 49 to 51 of the Report of this Office for July 1932 reference was made to the textile crisis precipitated by Japanese 'dumping' of piecegoods in India and to the decision of the Government of India to refer the question, whether the imposition of additional duties under Section 3(5) of the Indian Tariff Act is required and what further action should be taken to protect Indian interests, to the Tariff Board. (for terms of reference of the Inquiry vide page 50 of our July 1932 Report). The Indian Tariff Board Report regarding the grant of additional protection to the cotton textile industry has recently been released for publication.

Principal Findings. - Below are summarised the principal findings of the Report.

Higher Efficiency of Japanese Mills. - The report maintains that improved methods of manufacture and reduction in costs are somewhat responsible for the fall in prices, but this being a question which cannot be dealt with except in a detailed inquiry, it has been considered expedient to restrict the inquiry to the fall in prices resulting from the exchange depreciation and its effects on Indian piecegoods.

The Yen-Rupee Exchange. - The currency of Japan is then dealt with and it is held that it has depreciated owing to the worldwide economic depression. Its effects on Japanese industries both at home and abroad and the suspension of the gold standard by Great Britain are also discussed. Japan's dumping, the report finds, has the most insidious effect on the Indian textile industry. The Tariff Board, in considering the extent to which the fall in prices due to the exchange depreciation is likely to render ineffective the protection intended for the industry and the additional assistance which it requires, says that the effect of a continued depreciation of the exchange will be felt by the cotton textile industry in every part of India, although its results are probably more manifest in Bombay.

* Report of the Indian Tariff Board regarding the grant of additional protection to the Cotton Textile Industry - Calcutta: Government of India Central Publication Branch 1932 - Price As.5 or 6d. - pp.16.

When the Cotton Textile Industry (Protection) Bill, 1930, was under consideration in the Legislative Assembly, it was stated by the Commerce Member that the bill had a limited objective which referred especially "to the condition of things which exists in the cotton mill industry in Bombay Island".

Losses of Bombay Mills - 1929-1931. - Dealing with this aspect, the Report states: "We would, therefore, refer, in reply to the question whether the recent fall in the prices will render protection ineffective, to the unsatisfactory financial position of the Bombay industry as a whole during 1930 and 1931 when prices were considerably higher than they are now. In 1929 the total loss on the year's working in the 76 mills included in consolidated balance sheet prepared by the Millowners' Association was Rs. 22.9 million, making allowance for depreciation at income-tax rates.

In 1930 the nett loss, on the same basis, for 71 mills was Rs. 23.7 million. The provisional figures supplied to us for 41 mills for 1931 show a nett loss of Rs. 5.3 million. The position in 1931 appears to show a marked improvement over the previous year, although the earnings were ~~xxx~~ still insufficient to cover depreciation."

Further Protection Essential. - "It is evident that if the fall in the import prices, occasioned by the Exchange depreciation, is allowed to continue, there will be a serious set-back from such improvement as is shown by the figures of 1931. An indication of this is supplied by the fact that the number of spindles idle in Bombay at the end of June showed an increase of 15 per cent as compared with February last and that while the number of spindles working double shift was 17 per cent and looms 20 per cent of the total in February, the corresponding figures for June were 7.8 per cent and 8.6 per cent, respectively. In recording our finding on this question, we desire to draw attention to the following observation by the Commerce Member during the debate on the Protection Bill of 1930. "The immediate object (of the Bill) was the preservation of the industry or an important section of it and not its ultimate development. The latter point is reserved for consideration during the Tariff Board's inquiry, which, if the provisions of this bill are accepted by the House, would be held in the year 1932-33". Our present finding is strictly confined to the object of protection as envisaged in the Act of 1930 and must not be regarded as ~~xxx~~ involving any conclusions on our part regarding the general question of protection for the Indian textile industry, which is now under inquiry."

Method of Protection: Enhanced Customs Duty not Desirable. - Dealing with the method of protection to be adopted, the Report observes: "Before stating our proposals regarding the additional duties, we desire to point out that an alteration of the rates of customs duties does not appear to us to be the most suitable form in which assistance may be given to the industry against a temporary and variable handicap, involved in the depreciated exchange. The general dislocation of the market entailed by a change in the rate of duty should, we think, be avoided unless it is clear that no other remedy is possible. Its consequences will be disproportionate to

the duration of the evil and it is too inelastic to be adopted to the frequent variation to which exchange rates are liable.

In the present case, since the question of granting a substantive protection to the Indian industry is already under investigation and a reconsideration of the existing duties must, in any case, be undertaken before the end of the financial year, it appears to be particularly desirable that the additional assistance required should be provided, if possible, by other means than an alteration of the tariff rates."

Formula for Computation of Tariff Values. - " We suggest that the tariff values of the piecegoods imported from Japan should, for Customs purposes, be estimated from time to time at current landed cost multiplied by the figures shown in the following table. We have provided in this table only for two rates of valuation since frequent variations would be clearly undesirable. These rates are approximately averages of the figures corresponding to the different ratios of exchange:-

When the exchange is not above 115	1 ⁵ / ₈
When the exchange is above 115 but not above 125	1 ³ / ₈
When the exchange is above 125	1

It is necessary to provide that once a particular figure is adopted for estimating the value it should not be altered for a period of at least three months and no new figure should be adopted unless the corresponding ratio of exchange has been in force for at least four weeks. The rates of exchange should be taken at the bank's selling rates."

Alternative Proposal to Raise ad valorem Duty. - " If this scheme is not accepted, we propose that the necessary additional assistance should be provided by raising the ad valorem duty on cotton piecegoods from 31 ¹/₄ per cent to 50 per cent. The increased rate of duty should be in force till March 31, 1933. There is no logical reason for increasing the duties on the imports from countries whose currency has actually risen in value as compared with the rupee, but we regard the phenomenal increase in the imports from Japan as such a serious menace to the Indian industry that an increase in the duties on Japanese goods is imperative and consequently, if the most favoured nation clause in the Trade Convention with Japan is held to bar any proposal to increase the duties on Japanese goods alone, we have no hesitation in recommending that the increase of duty be applied to all goods not of British manufacture. We consider that this proposal will not involve any very serious addition to the consumer's burden, for the quantity of goods imported from countries other than the United Kingdom or Japan has, in the last three years, never reached 5 per cent of the total imports while the value of the goods imported from these countries in the last three years has varied between 7.3 and 6.8 per cent of the total value of the imported piecegoods.

Government of India's Decisions.

The Government of India, after carefully considering the Tariff

Board's Report, have on 30-8-32 rejected the suggestion of the Board that Customs duties should not be enhanced and decided to accept the Tariff Board's alternative recommendation that the ad valorem duty on cotton piecegoods, not of British manufacture, should be raised from 20 to 50 per cent. The duty which will also apply to plain grey piecegoods will remain in force until March 31st, 1933. The present surcharge of $1\frac{1}{4}$ per cent has been cancelled and the net increase of duty will, therefore, be $18\frac{3}{4}$ per cent.

As the Indo-Japanese Commercial Convention of 1904 is a bar to any increase of the duty on Japanese goods alone, the Government of India have increased the ad valorem duty on all imports of cotton piecegoods other than those of British manufacture.

The Government of India emphasise that these temporary increases in no way prejudice the question whether the Indian textile industry is eligible for substantive protection — a question which the Tariff Board is now considering.

The Japanese Consul in Bombay has expressed the opinion that, though the enhanced Customs duties will hit Japan seriously, he does not anticipate a retaliatory boycott by Japan of Indian raw cotton.

¶

Cotton Production Costs:

Committee of Enquiry Appointed.

A Committee of Enquiry has been set up by the Imperial Council of Agricultural Research in conjunction with the Indian Central Cotton Committee to undertake an economic enquiry into the cost of production of crops in the principal cotton and sugarcane tracts in India.

The following is the personnel of the Committee:-

Chairman: Diwan Bahadur Sir T.Vijayaraghavacharya. Members: Vice-President, Indian Central Cotton Committee, Sir Purshotamdas Thakurdas, Rao Bahadur Bhimbhai Ranchodji Naik, Mr. J. Vonesch, Mr. Haridas Madhowdas, Mr. P.H.Rama Reddi, The Agricultural Expert, Imperial Council of Agricultural Research, Mr. T.F.Main, Director of Agriculture, Poona, Mr. R.G.Allan, Director of Agriculture, United Provinces, Mr. H.R.Stewart, Director of Agriculture, Punjab, Dr. L.K. Hyder, Member Public Service Commission, Prof. P.C.Mahalanobis, Calcutta, and Dewan Bahadur T. Raghaviah, Madras, and Sir Shapoorji B. Billimoria.

The first meeting of the Committee was held at Simla on 15-8-32.

Public Health.Leprosy Survey in Jute Mill Areas - 1929-1931*

At page 59 of the report of this Office for July 1932, reference was made to the leprosy survey in jute mills commenced in November 1929 under the auspices of the Calcutta School of Tropical Medicine and Hygiene and to the report on the above survey which has been referred to the 1932 Committee of the Indian Jute Mills Association. The following facts regarding the leprosy survey are taken from the report, a copy of which has been subsequently received in this Office. (A copy of the report was sent to Geneva with this Office's minute D.1/2129/32, dated 11-8-1932).

History of Indian Jute Industry.- The first jute mill in Calcutta was established in 1854. At present there are 84 jute mills managed by 59 companies belonging to the Indian Jute Mills Association. The total number of looms are about 50,000 and the number of spindles about 1,050,000. During the great war the Indian jute mills played a very important part in helping the Empire in the great conflict by supplying enormous quantities of sandbags and cloths. The Indian jute mills provide the major part of the jute packing for distributing the world's necessities. The Indian jute mills have also been hard hit by world-wide trade depression. The mills are now working only 40 hours per week. In 1917-18 there were over 262,000 labourers working in the mills. At the time of the Leprosy Survey, the 84 mills which were surveyed had in their employment 304,703 operatives.

*Indian Jute Mills Association. Report on Leprosy Survey of the Jute Mill Areas carried out by the School of Tropical Medicine and Hygiene, Calcutta, 1929-1931. By B.N. Ghosh, M.B., Leprosy Propaganda Officer, Bengal Branch, British Empire Leprosy Relier Association. Calcutta: Printed at the Criterion Printing Works, 8, Jackson Lane, 1932. *MF 24.*

History of Leprosy Survey.- In 1929, some cases of leprosy were found among the workers of the jute mill areas. It was from the pages of the outpatient treatment register of the Leprosy Research Laboratory that the authorities, for the first time, came to know of the prevalence of leprosy in mill areas. An experimental survey was made in 1929 in three mills, which revealed more than 1 per cent. of cases of leprosy. This gave the authorities the impetus to make immediately a complete survey of all the mills on both sides of the river Hooghly, for which a survey party, consisting of two doctors, Dr. N.R. Sen and Dr. D.N. Bose, was employed for a period of two years, under the auspices of the Endowment Fund of the Calcutta School of Tropical Medicine.

Number of Mills inspected.- The survey party commenced its work in November 1929. The list of the mills to be inspected obtained by the surveyors at the outset of the enquiry consisted only of 60 mills managed by 59 companies. But actually, they had to inspect 84 mills, as there were as many as four mills conducted by one company. The party, therefore, needed a month more than the sanctioned period to complete its work. The method adopted for the survey was simple and at the same time successful. Each jute mill consists of several departments such as — batching, preparing, spinning, etc. Before the survey was commenced, the managers of each mill issued a notice to each departmental overseer informing him of the leprosy survey and that every facility must be given to the surveyors at the time of the examination. The doctors also took particular care that all the mill hands presented themselves for the inspection. When one department was finished, workers suspected of infection were taken to the mill dispensary for a second and more thorough examination and for

definite diagnosis. Thus, a list of positive cases with their names, departmental numbers, previous history of illness, family history and the duration of the present disease, etc. was recorded. In areas of high incidence, the surveyors also examined the homes of the mill hands where they found labourers who had been discharged from the mills on account of leprosy symptoms still staying with the other workers. Cases of workers dismissed from one mill on account of leprosy getting employed in other mills were not rare.

Results of the Survey Analysed.- The following analysis gives in brief the results obtained and other relevant information connected with the survey:-

(a) Time sanctioned for survey - 25 months; (b) Total number of mill surveyed - 84; (c) Number of mills affected - 84; (d) Total number of workers in mills - 304,703; (e) Total number of workers examined - 299,443; (f) Number of lepers detected - 2,967; (g) Number of leprosy cases per 100,000 - 990, i.e., .99%; (h) Average time expended for survey in each mill - 1 week; (i) Number of treatment-centres started - 30. The report states that it is important to distinguish between what are regarded as infectious cases and non-infectious cases. In the former, leprosy bacilli are found in greater or less numbers; while in the latter bacteriological examination does not show bacilli, but the disease is ^{noted} ~~diagnosed~~ from clinical signs. Attention is also drawn to the fact that the highest incidence of leprosy was found to be in those mills which are surrounded by the thickest population and in areas where there was an aggregation of mills. Samplex surveys in the areas surrounding the mills were conducted in certain selected cases to investigate the sources and spread of infection among mill workers and it was found that infection is being carried on more by the lepers of municipal areas than by the ~~lepers of jute mill areas.~~

lepers of jute mill areas. The report classified the 2,967 detected cases of leprosy as follows:- Non-~~Imm~~ Infectious (Bacteriologically negative) - 2,488, and Infectious (Bacteriologically Positive) - 479.

Causes of Leprosy in Jute Mills.- The report gives the following reasons for the incidence of leprosy in the mills:-

(a) The ignorance of the illiterate workers about the nature of the disease and, therefore, free, close, continuous contact with highly infectious cases; (b) The unhygienic and unwholesome diet of the people. Often one worker has, due to the joint family system, to support from his slender income a large number of people. (c) Syphilis, Gonorrhoea, and dysentery are common occurrences among the jute mill workers. These ~~systemic~~ disturbances combined with the other three factors are constantly bringing about a deteriorating and devitalising effect on their general health, and thereby making their bodies a fertile soil for the growth of leprosy. (d) Their insanitary habits and mode of living. (e) Certain other irritable and intractable skin affections such as jute dermatitis, syphilitic psoriasis, tinea, etc. are also perhaps acting as helping agents for the spread of leprosy, as leprosy bacilli get their entrance into the system of healthy persons generally through broken and abraded skin.

Curative and Preventive Measures.- The report states that the high incidence of leprosy in mill areas calls for vigorous curative and preventive measures. Dismissal of labourers suffering from the disease, according to the report, furnishes no proper remedy as such dismissed labourers are likely to find employment in other mills and, even if they do not secure employment, they will be a source of infection by remaining in the homes of relatives in jute mill areas. The report suggests the following steps:-

(1) The number of lepers in each mill is on the average one per cent. and in some mills the number is as high as 2 per cent. Therefore, treatment of such cases by the mill authorities, instead of their dismissal, is necessary. /

(The Survey Party, though pressed for time, have already started 30 leprosy clinics in 30 separate mills). Urging the starting of similar leprosy treatment clinics in all existing mill dispensaries, the report states: "The clinics should be conducted by the jute mill doctors. The mill doctors must be given a clear and distinct understanding from the mill authorities that hence-forward treatment of leprosy will be regarded as part of their existing duties and that they will not be allowed to neglect it. Separate registers should be kept

by the doctors for this treatment. As this will mean extra work for the mill doctors, the authorities may be asked to grant them extra remuneration. Lepers detected in each mill should be given strict notice by the managers that if they fail on any ground to attend treatment once a week, date and time being fixed by the doctors, they will be liable to be dismissed. If this threatening of compulsion is not made they will show slackness in attending treatment and may even discontinue it, and as a result the non-infectious lepers may pass on into the infectious stage and the disease, instead of being eradicated, will spread more. Highly infectious cases must not be allowed to work with healthy mill hands until and unless they are brought to the non-infectious stage and are declared bacteriologically negative by treatment. They must not be permitted to reside in healthy lines and should be confined in an isolated part of the mill compound. Instead of being dismissed they should be given at least half weekly wages provided they undergo treatment regularly. This grant of half wages will make them maintain their general health which is considered vitally important in the treatment of leprosy."

Public Health.

Conditions in Madras Slums:

Sanitary Welfare League's Report, 1931-32.

The following information regarding conditions in the slum areas of Madras is taken from the Annual Report for 1931-32 of the Sanitary Welfare League, Madras:

The Madras Sanitary Welfare League was formed in February 1931 with Sir P.S.Sivaswami Iyer as its president, with the object of improving the slums of the city. One of the first tasks to which the League addressed itself was that of making a detailed survey of sanitary conditions of the cheries of the city, with a view to drawing the attention of the public and the civic authorities to the many and insistent sanitary needs of these working class areas.

Accordingly, during the period under review, the League prepared a list of 180 cheries (working class dwelling areas) to be inspected, of which 109 have already been surveyed. The League has collected valuable and detailed information regarding the living and sanitary conditions of the inhabitants of the cheries. The cheries, in general, the report states, are undeveloped, highly unpleasant and unhealthy with as many as three families staying in one tenement and, in several cases, are not even supplied with irreducible minimum supply of water taps, light and latrines. As a result, the majority of the cheries, the report states, remain filthy and have become veritable breeding places for malarial mosquitoes. Some cheries are even subject to flood, so that the inhabitants are forced to vacate them during the monsoon period. The following detailed information regarding conditions in respect of numbers of families, taps, public latrines, dustbins, and lights in the cheries of

Korukkupet, one of the typical slum areas of the city, is taken from the report to give an idea of the actual conditions under which the majority of the working class population of the city are living at present.

In the Korukkupet area there are 26 cheries, of which 5 are owned by the Government and 21 belong to private owners. The number of families in each chery ranges from 30 in the small ones to as many as 1,000 in some of the bigger cheries. Of the smaller cheries, several are left completely unprovided with taps, public latrines, dustbins and lights. According to a tabulated statement appended to the report, the 26 cheries of Korukkupet, housing in all 4,145 separate families, have only 38 water taps, 11 latrines, 65 dustbins and 22 lights between them. The League, as a result of the survey conducted by it, suggests the following improvements as the irreducible minimum for the 26 cheries:- 78 taps, 25 public latrines, 175 dustbins and 75 lights.

According to the report, the most urgent task awaiting the League is the one of combating the ~~ign~~ ignorance and indifference of the general public with regard ^{to} the actual conditions in the cheries. The League is getting itself ready to launch a publicity campaign to bring to light the real state of affairs and create a public demand for the improvement of slums. The League has little to present ^{by} way of tangible results for its first year's work, but it has gathered valuable facts which will, it is hoped, lead to constructive work for the improvement of the conditions under which large sections of the working class population of Madras live.

Industrial Housing Scheme, Bombay, 1931-32*

The following information regarding the Industrial Housing Scheme, Bombay, is taken from the Annual Report on the Administration of the Industrial Housing Scheme, Bombay, for the year 1931-32. No additions

* Annual Report on the Administration of the Industrial Housing Scheme for the year 1931-32 - Bombay; Printed at the Government ~~Ext~~ Central Press - 1932. Price. Anna 1 or 1d. - pp. 7 + 2.

were made to the existing number of chawls and their number remained the same as in 1930-31, namely 207. The following table shows the number of chawls (tenements for industrial workers) in each locality of Bombay city, and the number of rooms and shops in each chawl.

Locality	Number of chawls.	Number of rooms.	Number of shops.
DeLisle Road ...	32	2,547	13
Naigaum ...	42	3,267	77
Worli ...	121	9,476	184 and 103
Sewri ...	12	918	42
	207	16,208	419

Chawls in Use. - The following table shows the figure of the occupied chawls at the beginning and end of the year under report.

Locality.	Chawls occupied at the end of March, 1931.	Rooms & shops occupied in March 1931.	Chawls occupied in March 1932.	Rooms & shops occupied in March 1932.
DeLisle Road ...	27	1802	28	1975
Naigaum ...	42	2712	42	2881
Worli ...	45	2411	48	2911
Sewri ...	12	875	12	813
Total	126	7,800	130	8,580

Thus, out of the 16,627 rooms and shops (16,208 rooms and 419 shops, vide table 1 above), only 8,580 rooms and shops were occupied in March 1932, as against 7,800 rooms and shops occupied in March 1931. These figures, the report states, though indicating that roughly about half the number of rooms provided remained unoccupied, register an improvement over the 1930-31 figures, in that 780 rooms more were occupied during the year.

Scale of Rents. - Single Room Tenements. - The scale of rents for single roomed tenements in the four areas remained unchanged throughout the year. They were: DeLisle Road Rs. 8, Naigaum Rs. 7,

Sewri Rs.7 and Worli Rs.5. Re.1 extra is charged for corner rooms.

Two and Three-Roomed Tenements. - The rent of two-roomed tenements ranged from Rs.17-8-0 (top floor) to Rs. 19-0-0 and that of three-roomed tenements remained at Rs.27-0-0 per month.

Rent Collections. - The amount assessed for the year was Rs.696,253 (as against Rs.651,447 in the previous year) and the recoveries, including arrears, during the year was Rs.698,251.

The total amount due from absconders was Rs.13,163 as contrasted with Rs.24,848-3-9 due in the previous year. The amount recovered was Rs.3,265-14-1. The net amount still to be recovered is therefore Rs.9,897-1-11 or 1.4 per cent of the total assessment of the year, viz., Rs.696,253. The result is very satisfactory.

Amounts Written Off. - The total amount written off was Rs.130,402-12-6 as against Rs.28,985-10-9 written off in the preceding year. This amount was a large accumulation of old arrears of rent of previous years which was found irrecoverable after the prolonged mill strike of 1928 and the ~~grate~~ riots of 1929 and was not written off before the last report was out. The total arrears of rent recoverable and irrecoverable on 31-3-1932 were Rs.31,560-12-9 as against Rs.162,072-5-9 on 31-3-1931. The establishment charges amounted to Rs.84,433-3-0 or 12 per cent of the assessment as against 13 per cent of the last year.

Vital Statistics and Sanitation. -

Locality.	Approximate population.	Deaths.	Death rate per 1000 approximately,
Naigaum	14,405	279	19.3
DeLisle Road	9,875	245	24.8
Worli	14,555	312	21.4
Sewri	4,065	53	13
Total	42,900	889	20

During the previous year, the specific death rate was 22.3. As the figures of the population of the Development Department Chawls, as found at the latest census, are not yet available, the average number of inhabitants per room has been taken as five for the purpose of calculating the specific death rate. There was no epidemic in any of the areas during the year. The sanitation of the Chawls at all the four centres was satisfactory.

Maternity and Welfare Work. - The Presidency Infant Welfare Society & the Baby Health Week Association are doing excellent work in Naigaum, DeLisle Road & Worli centres. During the year under report, another centre for ^a Maternity Home has been opened by the Infant Welfare Society at ~~DeLisle Road~~.

Coal Dust Committee's Report; Principal Recommendations.

The third and final report of the Committee appointed under the chairmanship of Mr. R. Simpson, Chief Inspector of Mines, to investigate the danger arising from coal dust in Indian Mines has been published. The terms of reference of the Committee were to inquire into the danger of explosions of coal dust in Indian coal mines, to make experiments on different kinds of coal dust with a view to determine their liability to explode or otherwise and to report what means, if any, are necessary or desirable to provide against the risk of coal dust explosions in Indian coal mines. The Committee point out that though their investigations have been less elaborate than those carried out in more important coal mining countries, such as Great Britain, France, Germany, U.S.A., they are satisfied that the information at their disposal ^{is} ~~was~~ sufficient for their purpose and that their recommendations provide reasonable and sufficient safeguards against the risk of explosion of coal dust in Indian coal mines. The following is the summary of their recommendations:-

Regulation of Explosive Charges. - That Regulation 107 be amended to read "the amount of every charge of explosive shall be proportioned to the work to be done and the charge shall be placed in a properly drilled and placed shot hole and shall have sufficient stemming. A sufficient supply of clay or other suitable stemming material shall be provided at places convenient to the shot fires."

Safety Lamps to be Used. - That Regulation 124 be amended as follows "in every mine, in which inflammable gas has been found during the previous twelve months, safety lamps shall be used as a precautionary measure in all galleries driven to a distance greater than the length of two pillars ahead of the last connecting gallery and in all narrow advance galleries and no narrow advance gallery shall be driven more than 10 feet ahead of the widened gallery. In every such gallery the ventilating current shall be conducted as near to the working face as is practicable."

Haulage Roads to be Free of Coal Dust Accumulations. - ~~The~~ two additional regulations be made applicable to all mines as follows:-

~~Agf~~

As far as practicable, main haulage roads shall be kept free from accumulations of fine coal dust and all coal tubs shall be so constructed and maintained as to prevent, as far as practicable, coal dust escaping through the sides, ends or the floor of the tubs.

Additional Regulations re. Explosives. - That additional regulations respecting the use of permitted explosives be made as follows:- Regulation 116 A.: In any place where the use of permitted explosive is enjoined by the regulations, the aggregate charge in any number of shots fired simultaneously in coal shall not exceed the permissible maximum charge of the kind of permitted explosive used. Regulation 116 C.: In any place where the use of permitted explosive is enjoined by the regulations, no shot shall be fired in coal which has not been undercut, overcut or sidecut and the length of the shot hole shall be at least 6 inches than the length of the cut.

Certificates of Ability for Shot Firers. - That shot firers in gassy mines be required to hold a certificate of ability to test for inflammable gas.

New Regulations for Abatement of Coal Dust Nuisance. - That to certain coal mines, a new regulation as follows be applied; All airways haulage and travelling roads and working places or parts of the same, which contain dry coal dust shall be treated in one of the following ways:

(a) They shall be treated with fine incombustible dust in such a manner and at such intervals as will ensure that the dust on the floor roof and sides throughout shall always consist of a mixture containing not more than 50 per cent. of the combustible matter.

(b) They shall be treated with water in such a manner and at such intervals as will ensure that dust on the floor roof and sides throughout shall be in such a wet condition that it cannot be raised in a cloud or

(c) They shall be treated in such a manner as the Chief Inspector of Mines may approve.

Note: The incombustible dust used for the purposes of this regulation shall be prepared from shale or other material containing no injurious free silica.

Scope of New Regulations. - That the Chief Inspector of Mines be empowered to apply the Regulation detailed in the preceding paragraph to any mine in which in his opinion the risk of an explosion of coal dust is such as to require the taking of precautions, additional to those enjoined in respect of all coal mines.

EDUCATION

66

Adult Education Facilities for Railway Employees:B.E.&C.I. Questionnaire.

The need for providing facilities for adult education by means of continuation classes and other means has recently been engaging the attention of several railway administrations, as also of Unions of railway employees in this country. In this connection, the Bombay Baroda & Central India Railway Administration has taken a forward step and circulated a questionnaire among all Class I Railways in India to elicit information regarding the provision of facilities made by them for their literate and illiterate staff to improve their education by way of continuation classes and other means. The questionnaire, which is reproduced below, gives an idea of the principal points on which information has to be collected before a satisfactory scheme of adult education for railway employees can be formulated.

Questionnaire.

1. What facilities have been provided to impart primary education to your illiterate staff and to improve the education of the literate?
2. What is the total number of employees attending educational classes, if any?
3. What is the total annual expenditure and how met?
4. How ^{are} educational classes, if any, are conducted?
5. What are the results obtained so far?
6. Are any scholarships given?
7. Are there any night schools conducted by private agencies which the staff can conveniently attend?
8. If no such schools ^{or} classes exist, is it possible for the Railway to appoint persons from amongst its staff to conduct such classes and pay them some remuneration from revenue?
9. What would be the approximate total annual expenditure if such classes are run by your railway?
10. Do you think it advantageous to inaugurate such classes?

The action taken by the B.B. & C.I. Railway authorities has stimulated interest in the subject on the part of the All India Railwaymen's Federation, which has invited information on the lines of the Questionnaire issued by the B.B. & C.I. Railway authorities, from all the Unions affiliated to it. It is understood that the A.I.R. Federation will take an early opportunity to discuss this question with the Railway Board.

The Compulsory Vernacular Education Bill, Burma, 1932.

The Government of Burma intends introducing a Bill (Bill No. 9 of 1932) in the forthcoming session of the Burma Legislative Council to provide for compulsory vernacular education in certain specified areas in Burma. The statement of objects and reasons for introducing the Bill, which is given below, is taken from the Burma Gazette of 23-7-32 (No. 30. pages 109-112 of part III):-

There is a widespread desire for the extension of school education, and the present expenditure on Vernacular education is wasteful because so many children leave school prematurely. Compulsory education is the only radical cure for such wastage and would, it is believed, be welcomed in many parts of Burma.

The immediate introduction of universal compulsory education is impracticable for financial reasons. Even if this difficulty were absent, it would be prudent to proceed gradually in accordance with the growth of local public opinion. The present Bill makes it possible to proceed with comprehensive schemes affecting wide areas as soon as funds are available, and local opinion is favourable.

Meanwhile a beginning can now be made under this Bill, at any rate, in small areas where the existing accommodation, staff and equipment are sufficient without additional expenditure. It has been estimated that there are about 350 such areas in Burma (mostly single-school areas), where compulsory education could now be applied without extra expenditure.

The introduction of the Bill at a time of financial stringency

is justified, because the application of compulsion to a limited number of single school areas will cost little and will serve to educate public opinion and provide useful experience.

Monastic schools are recognised by a provision that children attending them will not be compelled to attend other schools. The Act provides the usual exemptions necessary to prevent hardship in special cases.

Compulsion will apply to children over six and under twelve, who have not completed a Primary School Course. No fees may be charged by Board Schools in compulsory areas, but it is proposed to leave Local Education Authorities to decide whether fees may be charged by aided schools in such areas.

Provision for attendance officers is intentionally omitted. The duties usually assigned to such officers are left to Local Education Authorities and School Attendance Committees, and to the influence of public opinion. Provision for attendance officers can easily be made later if the working of the present Bill proves that it is desirable to employ them. No provision is made for special taxation because it is considered that such provision can best be made by revision of the Rural Self-Government and Municipal Act.

The Bill also includes ^a provision by which any employer who interferes in any manner whatsoever with the attendance at school of any child in his employ, whose attendance is compulsory under the Act, is made liable on conviction to a fine.

Migration.

Indians in Malaya, 1931.*

The following information regarding the Indians in Malaya is taken from the Annual Report of the Agent of India in British Malaya for the year 1931.

Indian Population in Malaya. - During the year under report, the Indians in Malaya numbered 624,009 and formed 14.2 per cent of the total population of 4,385,346, the increase over the corresponding figures at the previous census being 152,343 or 32.3 per cent., and 1,027,292 or 30.6 per cent. respectively. About 70 per cent of the Indian Immigrants in Malaya might be considered as labourers, employed in rubber estates, tin mines, Government Departments such as Railways, Public Works Department, Harbour Boards, Municipalities, Sanitary and Rural Boards, etc., in firms and companies and by other private persons. The rest are engaged in trade, business and learned professions.

Recruitment of Labour. - The suspension of the recruitment of Indian labour ordered by the Indian Immigration Committee of Malaya in August 1930, owing to the slump in tin and rubber, continued throughout the year. 79 adults with 24 minors and 8 infants were, however, assisted to emigrate to Malaya in order to enable them to join their relations. In addition to these, non-recruited assisted emigrants, deck passengers who emigrated to Malaya paying their own passage numbered 17,927 adults, 1,209 minors and 445 infants, as compared with 23,922 ~~xxxxxxxxxx~~ adults, 1,852 minors and 569 infants in 1930. Of the deck passengers who reached Malaya in the year, 7,578 persons were petty traders and business men, and the remaining 12,003 persons (61 per cent) belonged to the labouring classes. Besides these arrivals, 1,042 deck passengers came over to Malaya by the Messageries Maritimes Lines during the year.

Repatriation and Departures. - According to the report, the very heavy exodus of Indian immigrant labourers and others which commenced in August 1930 continued unabated throughout the year 1931, owing to unemployment and to the unwillingness of labourers to work on reduced wages. In January 1931, however, the issue of a circular by the then Acting Controller of Labour, Malaya, to the effect that able-bodied labourers should thenceforth not be given free passages, put a brake on repatriation. This, according to the report, was partly due to the complaint of the planting community, who were alarmed at the repatriation of over 70,000 labourers within the last five months

* Annual Report of the Agent of the Government of India in British Malaya for the year 1931 - Calcutta: Government of India Central Publication Branch 1932 - pp.36 - Price Rs.2-8 or 4s.6d.

of 1930 and partly to the misguided action of some labourers who left their employment merely to seek repatriation. As this savoured of an attempt to keep the surplus labour force in Malaya against the wishes of the labourers, the Agent of the Government of India got the said circular withdrawn at the beginning of May 1931. This resulted in a heavy exodus from May 1931, and one or two extra steamers had to be run to Madras and Negapatam to relieve the congestion. The total number of repatriates during 1931 was 40,655 adults, 11,215 minors

Expenses of Repatriation. - Of the 40,655 adult labourers repatriated to India, 9,781 adults were, it is gathered from the Labour Department of Malaya, unfit for work, while the remaining 30,874 adults were victims of the slump. Repatriation of unskilled labourers was recommended in the case of about 80 persons who applied to the Agency. Repatriates were provided with free clothing wherever necessary, and given free passage by rail and steamer till they reached their destination in India. A small cash bonus was also paid in the case of sick and decrepit labourers. The cost of repatriation was borne in part or in whole by the Malayan Governments, the Indian Immigration Fund and employers of labour according to the circumstances of each case. Repatriation charges during 1931 amounted to \$ 1,278,145 as compared with \$ 1,519,549 during 1930. Deck passengers, including repatriates who returned to India during 1931, totalled 81,190 adults, 13,728 minors and 6,429 infants; as compared with 121,792 adults, 20,429 minors and 9,514 infants during 1930. Of the total departures during 1931, 40,535 adults with 2,513 minors and 2,180 infants paid their own (deck) passage, 14,028 persons being petty traders and business men and the remaining 31,200 (or 69 per cent) being persons belonging to the labouring classes.

Labour Force at the End of 1930 and 1931. - There was a considerable decrease in 1931 in the number of South Indian labourers employed in rubber estates and other places of employment throughout Malaya. The number employed in Government Departments was almost the same in the Straits Settlements (due probably to the Air, Naval and Military Bases and other special works at Singapore) and on the decrease in the Federated Malay States and the Unfederated Malay States. The position of Indian labourers as a whole at the end of 1930 and 1931 was as under:-

	On 31st December 1930.	On 31st December 1931.
1. Straits Settlements. .	43,653	37,734
2. Federated Malay States. .	164,799	129,681
3. Unfederated Malay States.-		
(i) Johore.....	30,025	23,253
(ii) Kedah and Perlis	34,009	21,815
(iii) Kelantan	4,247	1,432

Local engagements of Indian labourers registered during 1930 and 1931 by the Labour Department of Malaya, on payment by employers of \$ 1

per labourer, are shown below:-

	<u>1930.</u>	<u>1931.</u>
1. Straits Settlements . . .	19,590	10,851
2. Federated Malay States ...	59,089	29,745
3. Unfederated Malay States -		
Johore	21,640	10,404
Kedah	18,436	10,876
Kelantan	2,037	727

The above figures under "Local Engagements" give a rough idea of the extent of desertion and migration of labourers from one place of employment to another. Towards the close of 1931, the question of doing away with the local registration of Indian labourers gathered weight, as employers were not in a position to pay the prescribed fees under the sad plight to which the rubber industry has been reduced and as it was thought that the abolition of the registration fee would tend in these hard times to facilitate the employment of Indian labourers who might be locally available. Necessary amendments of the law have since been enacted.

The strength of the labour forces consisting of Indians, Chinese and Javanese, as they stood at the end of 1931, was as follows:-

	Indians.	Chinese.	Javanese.
Straits Settlements.	37,734	30,033	7,413
Federated Malay States	129,681	60,326	10,452
Unfederated Malay States.	23,253	24,626	7,683

Economic Position of Indians. - The vast majority of Indian labourers are employed in Rubber Plantations as tappers, weeders, factory hands and miscellaneous workers. Government and Public Departments also employ a much larger number of Indian labourers than Chinese and others. Indian labourers are also employed on tin mines, where the Chinese preponderate. In special works such as the Naval, Air and Military Bases at Singapore, in Hydro-electric works of Perak, in the oil installations of Singapore, and in the Oil fields in Brunei, Indian labourers are preferred.

Wages. - Weeders were generally paid the minimum rates of wages. Tappers earned a bit more than weeders and factory hands a few cents more than the tappers. In special works such as the Naval, Air and Military Bases, Hydro-electric works, and Oil fields, higher rates prevailed.

The temporarily reduced standard rates of wages (40 cents for adult males, 32 cents for adult females and 16 cents for working children in healthy and easily accessible areas and 47 cents for adult males and 37 cents for adult females in less healthy and more remote areas) which were introduced in October 1930, remained in force through out the year under review. The several departments of Government employing Indian labour also adopted the above standard rates from January 1931.

Co-operative Societies. - The co-operative movement amongst

Indian labourers, initiated more than six years ago, has made rather slow, but steady, progress. There were 78 cooperative societies, at the end of 1931, as compared with 75 at the end of 1930. But the membership went down from 13,121 in 1930 to 10,730 in 1931 owing to the reduction of labour forces and of wages on account of the rubber slump.

During the Co-operative year ended 30th June 1931, a sum of \$ 150,400 is said to have been refunded to members of estate labourers Co-operative Societies who were discharged from their places of employment on account of the slump. The Director of Co-operation, Straits Settlements and Federated Malaya States, ~~xxx~~ has reported that these societies are very popular amongst Indian labourers, that the encouragement given by employers generally is extremely gratifying and that with a return to normal conditions great extension of this work could with confidence be expected. The report states that the movement has touched only the merest fringe of the Indian labour population working in over 3,000 places of employment. It is hoped that an adequate staff of Indian Co-operative Officers will be maintained and posted at the several important centres to push on this beneficial movement amongst Indian labourers employed not only on Estates but also in other places of employment and in Government Departments.

Indebtedness. - The labour laws do not permit employers to make deductions from the labourers' wages except for the supply of rice and currysuffs or the payment, in anticipation of wages, of small cash advances for the purchase of provisions. The labourers may, however, obtain small loans from managers for marriages and other ceremonies and repay the same in easy instalments. No interest can be charged under the law for any such advances made to labourers. On the whole, indebtedness of labourers to their employers is not very apparent, but their indebtedness amongst themselves probably accounts, amongst other things, for the numerous 'bolters' from estates and other places of employment.

Health and Welfare. - The statistics obtained during the year shows that in the Federated Malaya States, the birth and death rates per mille among the Indians were 32.2 and 20.5 respectively and in the Straits Settlements 26.5 and 21.6 respectively. The rates of infant mortality during the year under review were 155 per mille in the Federated Malaya States and 166 per mille in the Straits Settlements. Figures of the exact birth and death rates for the Unfederated Malaya States are not available. Among the total Indian population, the birth rates ~~xxx~~ were generally lower than those of the total population of all races, except in Kelantan, while the death rates were slightly higher in the case of the Indian population except in the Straits Settlements, Keda and Perlés.

Health Board§. - Health Boards for co-ordinating the work of prevention and treatment of diseases in Estates and other places of employment functioned during the year under report in the F.M.S., Malacca (S.S.) and Kedah, (U.F.M.S.) though the progress of their schemes was greatly handicapped by the continuous rubber slump, so much so that the F.M.S. Central Health Board resolved towards the end of 1931 to wind up, owing to the inability of rubber estates to pay additional cess, and to hand over their work to be carried on by the Health and Labour Departments as before.

Housing and Water Supply. - All the estates and other places of employment are periodically visited by the inspecting officers of the Labour Department, and orders are issued under the provisions of the labour laws governing health, housing, water supply and sanitation, wherever necessary. Action was also taken on the defects or irregularities detected by ~~the~~ ^{the Agent} on certain estates and other places of employment and taken to the notice of the Controller of Labour, Malaya, during the year. Housing accommodation, water supply, sanitation, etc., were generally satisfactory, though their improvement may be said to have been much impeded by the rubber slump.

Workmen's Compensation Benefits. - The Workmen's Compensation Enactment passed in the Federated Malay States at the beginning of the year 1929 has not been given effect to, pending the passing of a similar Ordinance in the Straits Settlements. A bill introduced in the S.S. Legislative Council in the same year was postponed for consideration after the Report of the Royal Commission on Indian Labour was available. The draft Workmen's Compensation Ordinance has been taken up for consideration in the S.S. Legislative Council during the year. It is hoped that it will be passed ere long and brought into force both in the S.S. and the F.M.S.

Education. - The inefficiency of the teachers employed in most of the estate vernacular schools has been drawn attention to several times previously. The report states that most of the teachers are kanganies or labourers with scanty knowledge of even their vernacular languages. Some estates are still maintaining good schools and it is hoped that with the revival of trade conditions efforts will be made to improve the efficiency of the teachers employed on other estates. The fact that the majority of vernacular schools are not registered and are not ~~in the~~ in receipt of grants-in-aid, establishes beyond doubt that they are not up to the mark.

Legislation. - No fresh labour legislation or amendments there ~~to were enacted~~ ^{in the States} during the year under review in any of the States or Settlements.

Political Status. - ~~As~~ Indians have, in common with other communities, no Political or Municipal Franchise.

There is an Indian member on the Federal Council and another Indian member on the Straits Settlements Legislative Council.

There is also one Indian member on each of the reconstituted State Councils of Perak, Selangor and Negri Sembilan in the F.M.S.

In August 1931, His Excellency the High Commissioner adumbrated a policy of decentralisation in the F.M.S. This has slowly awakened the political consciousness of educated Malays and aroused a parochial cry of "Malaya for Malays" from a small section thereof. It is hoped that, in fairness and justice to the domiciled Asiatic Communities inhabiting F.M.S., due provision will be made in the reforms to be introduced to meet the legitimate and reasonable rights and aspirations of the Indian Community.

Several Indian gentlemen are also serving as members of Municipalities, Sanitary and Health Boards, Indian gentlemen have also been appointed as Honorary Justices of the Peace in the Straits Settlements and in the Federated Malay States.

(The Annual Report of the Agent of the Government of India in British Malaya for the year 1930 is reviewed at pages 63-69 of the report of our Office for November 1931).

Migration.Prohibition of British Indian Labour in Pondicherry.

The Governor-General of French India has ^{recently} passed an order prohibiting the employment of foreign coolies, in the Port of Pondicherry, in preference to indigenous coolies, if available, by the shipping agents and other business men. It is stated that this order is based on the provisions of the French Labour Act and is intended to prevent competition by foreign labour.

According to the Pondicherry Government's order, the employer has to submit a list of the names of all the coolies he intends employing, to the Government one month prior to the date of employment, and the Government, after scrutinising the list, will issue a pass and a brass badge to each of those coolies and then only they will be allowed to work in the Port. Failure to observe the conditions is to entail a penalty and immediate expulsion from work on the part of the coolies.