

INTERNATIONAL LABOUR OFFICE

Indian Branch

[110]

C 1903/25

Report for December, 1930.

Contents.

	<u>Pages</u>
1. <u>References to the I.L.O.</u>	1 - 7
2. <u>National Labour Legislation.</u>	
(a) Bill to amend the Indian Merchant Shipping Act.	8 - 19
(b) Bill to amend the Indian Ports Act....	19
3. <u>Conditions of Labour.</u>	
(a) Conditions of work on Indian Railways.	20 - 25
(b) Recruitment of labour for Assam. ...	26 - 27
(c) Working of the Workmen's Compensation Act in Assam during 1929. ...	28
(d) Sickness benefits for the operatives in the Empress Mills, Nagpur. ...	29 - 30
(e) Women's welfare in the Angus Jute Mills.	31
(f) Increasing the efficiency of the Bombay Mill operatives. ...	32 - 33
(g) The Nagpur Industrial Conference. ...	34 - 40
(h) Bombay Maternity Benefit Act. ...	41 - 42
(i) The M. & S.M. Railway Dispute. ...	42 - 44
4. <u>Industrial Organisation.</u>	
<u>Employers' Organisations.</u>	
Annual meeting of the Associated Chambers of Commerce of India and Ceylon, 1930. ...	45 - 46
<u>Workers' Organisations.</u>	
(a) East Indian Railway Unions; Amalgamation Plan. ...	47
(b) All India Postal and R.M.S. Union. ...	47 - 49
5. <u>Intellectual Workers.</u>	
The Non-Gazetted Government Officers of Madras.	50 - 51
6. <u>Economic Conditions.</u>	
(a) The Indian Tariff Board; Galvanized Iron Sheets.	52 - 54
(b) Progress of Bombay Textile Industry. ...	55
7. <u>Unemployment.</u>	
Unemployment in Ceylon. ...	56 - 57
8. <u>Education.</u>	
Textile Education for the Bombay Mill operatives.	58 - 59
9. <u>Migration.</u>	
(a) Indians in South Africa. ...	60 - 68
(b) Indians in Malaya. ...	69 - 74

References to the I.L.O.

The communiqué issued by this Office on 1-12-1930 regarding the contemplated revision of the Convention concerning the employment of women during the night in industries is published in the Times of India of 6-12-1930, the Statesman of 5-12-1930, the Pioneer of 6-12-1930, and the Hindustan Times of 6-12-1930.

Copies of the above communiqué have been sent to Geneva along with this office's minute H 2/1824/30, dated 4-12-1930.

Another communiqué was issued by this office on 11-12-1930 on the I.L.O. Grey Report on the Age of Admission of Children to Employment in Non-Industrial Occupations. This communiqué was published ~~by~~ the Pioneer of 20-12-1930.

Copies of this communiqué have been sent to Geneva with this office's minute H 2/1842/30, dated 11-12-1930.

... ..

According to the Hindu of 8-12-1930, the Committee of the Federation of Indian Chambers of Commerce and Industry held a meeting on 6-12-1930 to consider the question of the nomination of the Indian Employers' Delegation for the Labour Conference to be held in May 1931, and a few names were provisionally decided upon. The Federation has recommended to the Government the following persons to constitute the Employers' Delegation:-

Delegate:- Mr. Husseinbhai Laljee, President, Indian Merchants' Chamber, Bombay.

- Advisers:-
- (1) Mr. S.C. Ghosh, Indian Mining Federation, Calcutta.
 - (2) Mr. M.P. Gandhi, Secretary, Indian Chamber of Commerce, Calcutta.
 - (3) Mr. Rameshwar Prasad Bagla, United Provinces Chamber of Commerce, Cawnpore.
 - (4) Mr. Sodh Bans, Honorary Secretary, Indian Chamber of Commerce, Lahore.

The names, as finally recommended by the Federation, have been published in the Hindu of 17-12-1930, and 31-12-1930; the

Times of India of 23-12-1930, and the Pioneer of 20-12-1930.

The Bengal Chamber of Commerce has recommended to the Government the name of Mr. E.S. Tarlton of Messrs. Bird and Co., Calcutta, Chairman of the Indian Mining Association, for consideration in connection with the nomination of the Employers' Delegate and his Advisers to the 15th Conference. (Abstract of proceedings of the Committee of the Bengal Chamber of Commerce for the month of November 1930).

... ..

Considerable publicity has been given to a statement issued by Dr. Pillai, regarding the objects of the visit of Sir Arthur Salter to India on the invitation of the Indian Government. The statement has been published in the Hindu of 23-12-1930, the Times of India of 25-12-1930, the Statesman of 24-12-1930, the Pioneer of 24-12-1930, and the Indian Social Reformer of 3-1-1931 (Vol. XLI, No.18).

... ..

The Statesman of 11-12-1930 in a news item states that at a meeting of the Sub-Committee appointed by the Round Table Conference in London to consider the separation of Burma from India, the question of Burma's representation at Imperial and International Conferences and also her membership of the League of Nations and allied institutions was raised. The fact that Burma already enjoys international status through her association with India was pointed out at this meeting. It was urged that this privilege must continue in the event of Burma's separation from India.

... ..

The Government of India has appointed Mr. Littlehales, Educational Commissioner with the Government of India, as India's correspondent of the International Committee of the League of Nations for Intellectual Co-operation. This course was decided

upon by the Government since it has been found that the constitution of a National Committee in India is not possible of realisation in the near future. The appointment has been announced in the Times of India of 3-12-1930, the Statesman of 3-12-1930, and the Pioneer of 3-12-1930. The Pioneer of 4-12-1930 has also commented favourably on the appointment of Mr. Littlehales in its editorial columns.

... ..

On the 8th December, the Director of this office addressed a drawing room meeting of the Missionary Conference at Nagpur. In the course of his remarks he pointed out the urgent necessity for missionary work, especially in the department of industrial and social welfare, alleging itself with the I.L.O. The contacts which the I.L.O. has established with the great religious organisations were dwelt upon, and an appeal was made to the Missionary Council of India not only to develop its social welfare work, but also to establish closer relations with Geneva, so that the people for whom the missions are working may have a juster appreciation of the work of practical humanity which the I.L.O. is conducting. The Rev. Hodges, Secretary of the Missionary Council for India, was in the chair and among those present were the vice-chancellor of the Nagpur University, the Bishop of Nagpur, and the Principals of the local colleges.

... ..

A Reuter's message to the effect that Mr. David Erulkar, Secretary of the Indian Merchants' Chamber in London, has been nominated for the January meeting of the Governing Body of the I.L.O. in the place of Mr. Gemmill, has been published in the Times of India of 22-12-1930 and the Pioneer of 22-12-1930.

... ..

In a press interview, Mr. R.W. Fulay, M.L.C., Vice-President of the C.P. and Berar Motor Drivers' Association, is reported

to have said that at a joint meeting of the Executive Councils of the Press Employees' Association, the Workshop Workers' Union and the Motor Drivers' Association, it was resolved to support the workers' delegation for the 1931 I.L. Conference proposed by the All-India Trade Union Federation. A report of the interview is published in the Times of India of 30-12-1930.

... ..

A meeting was held in Madras on 18-12-1930 under the auspices of the Madras Y.M.C.A. at which Mr. George Joseph, M.A., Bar-at-Law, delivered a lecture on "India and the League of Nations". Sir Muhammod Habibullah, the Leader of the Indian Delegation to the 10th Session of the League Assembly, presided. Mr. Joseph, in the course of his lecture, referred to the work of the I.L.O. and pointed out how the I.L.O. has accelerated the pace of labour legislation in India. A two-column report of the lecture is published in the Hindu of 19-12-1930.

... ..

The December (Vol.X, No.4) issue of the Labour Gazette, Bombay, reproduces in full at page 355 the note on the subject of the employment of children in non-industrial occupations published in the Industrial and Labour Information dated 24-11-1930, (Vol. XXXVI, No.8). The same issue of the Labour Gazette reprints at pages 380-388, a circular letter issued by the Government of India to all provincial governments inviting ~~them~~ their advice on the possibility of giving effect to the Recommendation regarding the Prevention of Industrial Accidents adopted at the 12th Session of the Labour Conference.

... ..

The Report of the Millowners' Association, Ahmedabad, for the year 1929-30 publishes at pages 131-135, the Recommendation of the 7th Labour Conference on minimum scales of compensation and the views of the Association thereon, which have been commu-

The issues of New India, Madras, of 4-12-1930 and 11-12-1930 (Vol. IV, New Series No.36 and No. 37) contain a summary of the article under the caption "Labour Legislation in India" by ^{Mr} R.K. Das, published in the November issue of the International Labour Review (Vol. XXII, No.5). The Servant of India, Poona in its issue of 11-12-1930 (Vol. XIII, No.50) makes a pointed reference to this article in the course of an editorial comment on Mr. N.M. Joshi's speech at the Round Table Conference.

... ..

The Railway Herald, Karachi, the organ of the North Western Railway Union, publishes in its combined issue of 15 and 30th December 1930 (Vol. II, Nos. 9 and 10) a report of the meeting of the N.W.R.(Union) Executive Council held at Delhi on the 5th December 1930. The report contains a reference to the speech made by the Director of this office, who attended the meeting. In his speech, the Director assured the N.W. Railway workers that the I.L.O. was not holding a mere watching brief, but was engaged in actively assisting Indian workers to better their conditions of life and work.

... ..

The Indian Employers' Delegation to the 14th Labour Conference has recently published a separate report dealing with the work done at the Conference by the Delegation. The report after briefly reviewing the work of the Conference, makes a few suggestions, a summary of which is given below:- (1) There should be a permanent non-official delegation at Geneva to dispel the misunderstandings and misconceptions about India entertained by the outside world. The Delegation should be non-official in character as an official delegation, while claiming to speak for the whole of India, will really be speaking only for the Government. (2) At least half the members of the Indian employers' delegation to the I.L. Conference should consist of persons having previous

experience of the Conference. (3) The papers and literature relating to the agenda should be in the hands of the delegates at least a month before they leave India, so that there might be sufficient time for joint consultations. (4) The two volumes of the Director's report should also be available to the Delegation before they start from India so that they may have sufficient time to study them. (5) The Chambers of Commerce and commercial associations in India should take greater interest in the questions discussed at the Geneva Conferences and should send their views on such questions as early as possible when they are consulted by the Government of India. (6) The Government of India should announce the personnel of the delegation to the Conference at least two or three months before the ^{actual} ~~exact~~ date of the Conference. The late announcement of the personnel does not allow the ~~delegation~~ delegates sufficient time to consult their constituents on the items on the agenda of the Conference. (7) The present restrictions on the duration of the delegates' stay abroad should be relaxed and the period of stay extended to 4 months after the last day of the Conference so as to give the delegates facilities to observe and study industrial conditions and institutions outside India.

(Copies of the report of the Employers' delegation to the 14th Conference have been sent to Geneva with this office's minute F 3/40/31, dated 15-1-1931).

... ..

The December 1930 issue (Vol.L, New Series No.12) of the National Christian Council Review, Nagpur, publishes at pages 608-620 a long article contributed by Mr. K.E. Matthew, a member of the staff of this office ^{under the caption} on "The Christian Approach to the Problems of Labour". In the course of the article, the relations between the I.L.O. and the Christian Churches are reviewed and extensive passages from the Report of the Director to the 14th Conference are quoted.

In the course of his presidential address at the All India Postal and R.M.S. Conference held in Madras on the 30th and 31st December last, Mr. S.C. Joshi, made prominent mention of the work accomplished at the 14th I.L. Conference in connection with the Hours of Work of Salaried Employees and the reactionary manoeuvres of the Government of India at the Conference. He stressed the necessity of exerting pressure on the Government through the Legislature with a view to get the Convention ratified by India.

A summary of the ^{presidential} speech of Mr. Joshi appeared in the Hindu of 31-12-1930.

... ..

The Indian Labour Review publishes at page 8 of its December 1930 issue (Vol. III, No.10) a short editorial note on the nomination of Labour representatives to the 15th Labour Conference to be held in May 1931.

The same issue of the Labour Review also publishes a New Year message sent by the Director of this Office.

... ..

The December 1930 issue of the Indian Review, Madras, (Vol. XXXI, No.12) publishes at page# 856 a summary of the message sent by the Director of this Office to the October 1930 issue of the Indian Labour Journal, Nagpur (vide page 3 of the November 1930 report of this office). In the course of the summary, prominent reference is made by the Review to the ~~benefit~~ ^{benefit} influence exerted by the I.L.O. on the course of labour legislation in India.

... ..

National Labour Legislation.

A Bill to amend the Indian Merchant Shipping Act, 1923, for certain purposes.

The following Bill was introduced in the Legislative Assembly on the 15th January, 1931:-

L.A. Bill No. 1 of 1931.

A Bill further to amend the Indian Merchant Shipping Act, 1923, for certain purposes.

WHEREAS it is expedient further to amend the Indian Merchant XXI of 1923. Shipping Act, 1923, for the purposes hereinafter appearing; It is hereby enacted as follows:-

1. This Act may be called the Indian Merchant Shipping Short title. (Amendment) Act, 1931.

2. After clause (a) of sub-section (2) of section 5 of the XXI of 1923. Indian Merchant Shipping Act, 1923 Amendment of section 5, Act XXI of 1923. (hereinafter referred to as the said Act), the following clause shall be

inserted, namely:-

"(aa) The provisions relating to the employment of young persons shall apply to ships registered in British India and to foreign ships in the manner prescribed in the said provisions".

3. In sub-section (1) of section 23 of the said Act,- Amendment of section 23, Act XXI of 1923. (a) the words "Subject to the provisions of the Apprentices Act, 1850" shall be ~~xxx~~ omitted;

(b) after the word "boy" the words "not under fourteen years of age" shall be inserted; and

(c) for the words "said Act shall, save as hereinafter provided in this section" the words "Apprentices Act, 1850, shall, subject to the provisions of this Act" shall be substituted.

4. After section 37 of the said Act, the following heading
 Insertion of new sections
 37A, 37B, 37C, 37D, 37E,
 37F, 37G, 37H, 37I, and
 37J in Act XXI of 1923.

and sections shall be

inserted, namely:-

"Employment of Young Persons.

37A. For the purposes of the following provisions -

Definitions of "coasting-
 ship", "young lascar" and
 "young person".

(i) "coasting-ship" means a ship

exclusively employed in trading

between any ports or places on the continent of India, or between
 Aden and Perim, or between ports or places on the continent of
 India and ports or places in the island of Ceylon;

(ii) "young lascar" means a lascar or other native seaman
 under eighteen years of age; and

(iii) "young person" means a person under eighteen years of
 age, and includes a young lascar.

37B. No young person under fourteen years of age shall be
 Employment of children. engaged or carried to sea to work in any
 capacity in any ship ~~xxx~~ registered in British India and no young
 lascar under fourteen years of age shall be engaged or carried to
 sea to work in any capacity in any foreign ship, except -

(a) in a school-ship, or training-ship, in accordance with
 the prescribed conditions; or

(b) in a shipⁱⁿ which all persons employed are members of one
 family; or

(c) in a home-trade ship of a burden not exceeding three
 hundred tons; or

(d) where any young person is to be employed on nominal
 wages and will be in the charge of his father or other adult near
 male relative.

37C. (1) Subject to the provisions of sub-sections (2) and
 Engagement of young
 persons as trimmers
 or stokers. (3), no young person shall be engaged
 or carried to sea to work as a trimmer
 or stoker in any ship registered in British India, and no young

lascar shall be engaged or carried to sea to work as a trimmer or stoker in any foreign ship.

(2) Sub-section (1) shall not apply -

(a) to any work of trimming or stoking done by a young person in a school-ship or training-ship in accordance with the prescribed conditions; or

(b) to any work of trimming or stoking done by a young person in a ship which is mainly propelled otherwise than by steam; or

(c) to the engagement or carrying to sea of a young person over sixteen years of age to work as a trimmer or stoker on a coasting-ship, provided he is employed in accordance with the prescribed conditions.

(3) Where in any port a trimmer or stoker is required for any ship mentioned in sub-section (1), other than a coasting-ship, and no person over eighteen years of age is available, two young persons over sixteen years of age may, be engaged and carried to sea to do the work which would otherwise have been done by one person over eighteen years of age.

(4) There shall be included in every agreement with the crew in ships to which this section applies a short summary of the provisions of this section.

37D. (1) Subject to the provisions of sub-section (2), no Medical examination of young persons. young person shall be engaged or carried to sea to work in any capacity in any ship registered in British India, and no young lascar shall be engaged or carried to sea to work in any capacity in any foreign ship, unless there has been delivered to the master a certificate granted by a prescribed authority that the young person is physically fit to be employed in that capacity.

(2) Sub-section (1) shall not apply -

(a) to the employment of a young person in a ship in which all persons employed are members of one family; or

(b) where the shipping-master, on the ground of urgency, has authorised a young person to be engaged and carried to sea, without the certificate required by sub-section (1) being delivered to the master, and the young person is not employed beyond the first port at which the ship in which he is so engaged calls except in accordance with the provisions of sub-section (1).

(3) A certificate of physical fitness required under this section shall remain in force for one year only from the date on which it is granted.

37E. There shall be included in every agreement with the Maintenance of list or register of young persons in a ship. crew of every ship registered in British India and every foreign ship, which engages young persons in British India, a list of young persons who are members of the crew, together with particulars of the dates of their birth, and, in the case of any such ship where there is no agreement, the master shall keep a register of young persons with particulars of the dates of their birth and of the dates on which they became or ceased to be members of the crew.

37F. If any young person is carried to sea to work in con- Penalty for contravention of sections 37B, 37C, and 37D. travention of section 37B, section 37C or section 37D, the master of the ship shall for each such offence be liable to a fine which may extend to fifty rupees.

37G. If any young person is engaged to work in any capacity Penalty for false representation by parent or guardian. in a ship in contravention of section 37B, section 37C or section 37D on a false representation by his parent or guardian that the young person is of an age ~~not~~ at which such engagement is not in contravention of those sections, such parent or guardian shall be liable to a fine which may extend to fifty rupees.

37H. If the master of any ship refuses or neglects to Penalty for failure to produce medical certificate for inspection. produce for inspection any medical certificate delivered to him under

section 37D when required so to do by a shipping-master, he shall for each such offence be liable to a fine which may extend to fifty rupees.

37I. If the master of a ship where there is no agreement with the crew fails to keep the register of young persons required to be kept by him under section 37E, or refuses or neglects to produce such register for inspection when required so to do by a shipping-master, he shall be liable to a fine which may extend to two hundred rupees.

37J. (1) The Governor General in Council may make rules Power to make rules. prescribing -

(a) the conditions of employment of young persons, in any capacity, in school-ships and training-ships, and the authorities by whom and the manner in which the inspection of their work shall be carried out;

(b) the conditions of employment of young persons as trimmers or stokers in coasting-ships;

(c) the authorities whose certificates of physical fitness shall be accepted for the purposes of section 37D; and

(d) the form of the register of young persons to be maintained in ships where there is no agreement with the crew.

(2) Rules under clause (b) shall be made after consultation with such organisations in British India as the Governor General in Council may consider to be most representative of the employers of seamen and of seamen".

5. After section 43 of the said Act, the following section shall be inserted, namely:-
Insertion of new section 43A in Act XXI of 1923.

"43A. (1) The master of every ship, except home-trade ships of a burden not exceeding three hundred tons, shall sign and give Certificate as to work of seamen. to a seaman discharged from his ship in British India, either on his discharge or on payment of his wages, a certificate in a form

sanctioned by the Governor General in Council stating -

(a) the quality of the work of the seaman; or

(b) whether the seaman has fulfilled his obligations under the agreement with the crew.

(2) If the master acts in contravention of this section, he shall for each offence be liable to a fine which may extend to one hundred rupees".

6. After section 58 of the said Act, the following section shall be inserted, namely -
Insertion of new section 58A in Act XXI of 1923.

"58A. (1) Where the service of a lascar or native seaman employed on a ship registered in British India or engaged in British

India for employment on a foreign ship terminates before the date contemplated in the agreement by reason of the wreck or loss of the ship, the lascar shall, notwithstanding anything contained in section 58, but subject to the provisions of this section, be entitled to receive-

(a) wages at the rate to which he was entitled at the date of the termination of service, until he is sent home or to a port near his home in accordance with section 75, or until he has been sent home or to a proper port of return in accordance with the Merchant Shipping Acts, or has in any other way reached his port of departure from India or a port near his home, as the case may be; and

~~(b)~~ (b) compensation for the loss of his effects up to one month's wages at the said rate.

(2) A lascar shall not be entitled to receive wages under clause (a) of sub-section (1) in respect~~ions~~ of any period during which -

(a) he was or could have been suitably employed; or

(b) he negligently failed to apply to the proper authority for relief as a distressed or destitute lascar".

7. In section 85 of the said Act, -
 Amendment of section 85,
 Act XXI of 1923.

(a) for sub-section (1) ~~of~~ the following sub-section shall be substituted, namely:-

"(1) All British ships and all ships upon which seamen have been shipped in British India shall have on board sufficient provisions and water of good quality and fit for the use of the crew on the scale specified in the agreement with the crew";

(b) in sub-section (2), for the words "the officer or person making the examination" the words "any person making an inspection under section 91" shall be substituted;

(c) in sub-section (4), -

(i) for the words "The officer directing or the person making the examination" the words "The person making the inspection" shall be substituted; and

(ii) for the word "examination", where it occurs the second time, the word "inspection" shall be substituted; and

(d) in sub-section (5), for the words "If the said officer certifies in that statement that there was no reasonable ground for the complaint, each of the complaints" the following shall be substituted, namely:-

"If the inspection was made in pursuance of a request by members of the crew and the person making the inspection certifies in the statement of the result of the inspection that there was no reasonable ground for the request, every member of the crew who made the request".

8. For section 91 of the said Act, the following section
 Amendment of section 91, shall be substituted, namely:-
 Act XXI of 1923.

"91. A shipping-master, deputy shipping-master, or other
 Inspection of provisions, officer duly appointed in this
 water, medicines and behalf by the Governor General in
 appliances, ~~and~~ weights
 and measures and
 accommodation. Council, at any port -

VDS.8

(a) in the case of any ship upon which seamen have been shipped at that port, may at any time, and

(b) in the case of any British ship, may at any time, and, if the master or three or more of the crew so request, shall, enter on board the ship and inspect-

- (i) the provisions and water,
- (ii) the medicines and appliances,
- (iii) the weights and measures,
- (iv) the accommodation for seamen,

and with which the ship is required to be provided by or under this Act or the Merchant Shipping Acts".

9. Nothing in section 2, section 3 or section 4 shall Saving prevent the carrying to sea of a young person in a ship in which he is lawfully engaged to work at the commencement of this Act.

Statement of Objects and Reasons.

The International Labour Conference at its sessions held between 1920 and 1926 adopted several draft Conventions and Recommendations relating to seamen. The action to be taken on these draft Conventions and Recommendations was considered in consultation with the Indian Legislature and the present Bill embodies the provisions of the following draft Conventions and Recommendations in so far as it is possible to give effect to them in India.

2. Draft Convention fixing the minimum age for admission of children to employment at sea (adopted in 1920).

The Indian Legislature at its session held in September 1921 recommended that this draft Convention should be ratified subject to the following reservations -

(a) that it shall apply only to foreign-going ships (irrespective of any tonnage limit) and to home-trade ships of a burden exceeding 300 tons; and

(b) that nothing in the draft Convention shall be deemed to interfere with the Indian custom of sending young boys to sea on nominal wages in the charge of their fathers or near relatives.

It was not found possible, however, to ratify this draft Convention on behalf of India because it was held that the ratification of a draft Convention cannot be accompanied by reservations. The Bill amends the Indian Merchant Shipping Act, 1923, so as to bring the law in India into conformity with the provisions of the draft Convention subject to the two reservations stated above.

3. Draft Convention fixing the minimum age for the admission of young persons ~~employed~~ to employment as trimmers or stokers (adopted in 1921).

Draft Convention concerning the compulsory medical examination of children and young persons employed at Sea (adopted in 1921)

These draft Conventions have been ratified with the approval of the Indian Legislature. The Bill gives effect to the provisions of these draft Conventions.

4. Draft Convention concerning seamen's Articles of Agreement (adopted in 1926).

This Convention was placed before the Indian Legislature during the September session of 1927 and the Legislature recommended that the question of the ratification of the Convention should be considered at a later date when the amendments necessary to bring the existing law into conformity with the draft Convention had been further examined in consultation with the parties interested.

Commercial bodies and shipping interests in India have been consulted and after giving careful consideration to the opinions expressed by the various authorities consulted, the Government of India propose to ratify the draft Convention.

The Convention is largely covered by the existing law and procedure in India, and in certain respects in which it is not so covered at present it will be covered by executive action or action under existing law. Legislation is however necessary to give effect to Article 14. This Article requires that the seaman shall have the right to be given a separate certificate as to the quality of his work in addition to the document required under Article 5. Section 43 of the Indian Merchant Shipping Act, 1923 provides for a certificate of discharge corresponding to that of Article 5 but there is no provision in that Act whereby a seaman is entitled to receive a separate certificate as to the quality of his work. The Bill gives effect to the provisions of Article 14.

5. Draft Convention concerning unemployment indemnity in case of the loss or foundering of the ship (adopted in ~~1921~~ 1920).

In September 1921, the Indian Legislature recommended that this draft Convention should not be ratified but that inquiries should be undertaken whether the Indian Merchant Shipping Act should not be amended so as to provide -

(a) that any Indian seaman whose service is terminated before the period contemplated in his agreement by reason of the wreck or loss of his ship, should be entitled to his wages until he is repatriated to the port of his departure from India; and

(b) that he should be paid compensation for loss of his personal effects up to the limit of one month's wages.

The Government of India have examined the question and have come to the conclusion that the Indian Merchant Shipping Act should be amended on the lines recommended by the Legislature. The Bill gives effect to this decision.

6. Recommendation concerning the general principles for the inspection of the conditions of work of seamen (adopted in 1926).

The Indian Legislature at its session held in September 1927 recommended that no action need be taken on this Recommendation until the amendments necessary to bring the existing law into conformity with the Recommendation had been further examined.

Articles 1 to 9, 11 to 15 and 18 to 25 of the Recommendation can be given effect to under existing law and procedure. They therefore present no difficulty and it is proposed to accept them. Article 10 of the Recommendation requires, *inter alia*, that the inspection authorities should be empowered by national law to visit any vessel flying the national flag in the national or

foreign territorial waters. As no category of British Indian vessels fly a distinctively Indian flag, it is proposed to accept this Article subject to an explanation that all British Indian vessels fly the British flag, that no category of British Indian vessels fly a distinctively Indian flag and that for the purpose of this Article, the Government of India would construe the words "vessels flying the national flag" as meaning "vessels registered in British India".

Article 16 requires that the national law should provide that the master of a vessel shall be entitled to call for an inspection in all cases where he considers it necessary, and Article 17 requires that the national law should provide that the members of the crew of a vessel shall be entitled, subject to such conditions as may be prescribed, to call for an inspection on any matters relating to health, the safety of the vessel, or the rules affecting the conditions under which seamen work.

In matters relating to the safety of the vessel the requirements of these two Articles are covered by section 236 of the Indian Merchant Shipping Act, 1923, read with section 232 thereof.

Sections 85 (provisions and water), 87 (medicines), 88 (weights and measures) and 90 (accommodation for seamen) of the said Act relate to matters affecting "health" and "conditions under which seamen work", but with the exception of section 85 which entitles the members of the crew to call for an inspection in regard to provisions and water, the Act does not entitle the master or the crew to call for inspection in connection therewith. The Bill provides for the amendment of the Act so as to enable the master and the members of the crew to call for an inspection in these matters.

Notes on Clauses.

Clauses 2 and 3.- These are complementary to Clause 4.

Clause 4.- This embodies the provisions of the draft Conventions relating to the employment of young persons and children at sea, subject to the reservations decided upon in regard to the draft Convention fixing the minimum age for the admission of children to employment at sea.

New section 37A contains definitions of which only "(1) coasting ship" calls for remarks. This definition is necessary because the Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers contains an exception in favour of the "coasting trade" of India. The term "home-trade ship" is defined in the Indian Merchant Ship Act, 1923, but the term "coasting trade" has a more limited meaning than the term "home-trade".

New section 37B prevents the employment of young persons under fourteen years of age at sea as provided for in the draft Convention fixing the minimum age for admission of children to employment at sea. Exceptions (a) and (b) are in accordance with those in the draft Convention and exceptions (c) and (d) are the additional conditions recommended by the Indian Legislature.

New Section 37C reproduces the draft Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers without modification of substance. It follows as closely as possible section 2 of the Merchant Shipping (International Labour ~~Conventions~~ Conventions) Act, 1925 (15 and 16, Geo.V, Ch.42).

New section 37D reproduces the draft Convention concerning the compulsory medical examination of children and young persons employed at sea and follows closely section 3 of the Merchant Shipping (International Labour Conventions) Act, 1925 (15 and 16, Geo.V, Ch.42).

New section 37E provides for the maintenance of a register of young persons employed on a ship or a list of them in the Articles of Agreement, in accordance with the provisions of Article 4 of the draft Convention fixing the minimum age for the admission of children to employment at sea and Article 5 of the draft Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers.

New sections 37F and 37G provide penalties for the contravention of sections 37B, 37C and 37D. They correspond to clause (b) of section 1(6) of the Employment of Women, Young Persons and Children's Act, 1920 (10 and 11, Geo.V, Ch.65), and section 4(1) of the Merchant Shipping (International Labour Conventions) Act, 1925 (15 and 16, Geo.V, Ch.42).

New Section 37H provides a penalty for failure to produce a medical certificate for inspection and is based on section 4(2) of the Merchant Shipping (International Labour Conventions) Act, 1925 (15 and 16, Geo.V, Ch.42).

New section 37I forms the sanction to part of new section 37E and has been adopted from section 4(2) of the Merchant Shipping (International Labour Conventions) Act, 1925, and clause (d) of section 1(6) of the Employment of Women, Young Persons and Children's Act, 1920.

New section 37J(1) provides specific rule-making powers for all matters mentioned in the previous sections for which rules may be made. Sub-section (2) provides that the rules relating to the conditions of employment of young persons as trimmers or stokers in coasting ships shall be made after consultation with the most representative organisations of employers and seamen, in accordance with Article 3(c) of the draft Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers.

Clause 5.- The new section 43A embodies the provisions of Article 14 of the draft Convention concerning Seamen's Articles of Agreement which requires that the seaman shall have the right to be given a separate certificate as to the quality of his work in addition to the document required under Article 5 of that Convention.

Clause 6.- Sub-section (1) of the new section gives effect to the recommendation made by the Indian Legislature regarding the action to be taken in connection with the draft Convention concerning unemployment indemnity in the case of the loss or foundering of the ship. Clause (a) of this sub-section covers the various modes of repatriation of lascars under the Indian and the English Merchant Shipping law, including those ~~in~~ cases where the employer or his agent repatriates a shipwrecked lascar or where the lascar himself finds his way home. Sub-section (2) provides for certain exceptions to sub-section (1). Clause (a) of this sub-section is designed to cover cases where the lascar is offered suitable employment and refuses to accept it. Clause (b) is intended to cover the case of a lascar who is shipwrecked in the United Kingdom. Such a lascar is not a shipwrecked seaman within the meaning of sections 40 and 41 of the Merchant Shipping Act of ~~1894~~ 1906 but may be a destitute lascar within the meaning of section 185 of the Merchant Shipping Act of 1894. This section of the Merchant Shipping Act of 1894 imposes upon the Secretary of State for India in Council the duty of taking charge of and sending home lascars who are found destitute in the United Kingdom. The object of this clause is that, if the owner can show that such a lascar negligently failed to apply for relief under section 185 of the Act of 1894, the owner will be relieved of his liability to pay compensatory wages.

Clauses 7 and 8.- The amendments to sections 85 and 91 of the Indian Merchant Shipping Act, 1923, are designed to give effect to the requirements of Articles 16 and 17 of the Recommendation concerning the general principles for the inspection of the conditions of work of seamen, entitling the master and the crew to call for inspection in respect of certain matters.

Clause 9.- This clause saves existing engagements and in particular avoids the breaking of indentures of apprenticeship.

A Bill to amend the Indian Ports Act, 1908.

The following Bill was introduced in the Legislative Assembly on the 16th January, 1931:-

L.A. Bill No.7 of 1931.

A Bill further to amend the Indian Ports Act, 1908, for a certain purpose.

WHEREAS it is expedient further to amend the Indian Ports XV of 1908. Act, 1908, for the purpose hereinafter appearing; It is hereby enacted as follows:-

1. This Act may be called the Indian Ports (Amendment) Short title. Act, 1931.

2. In sub-section (1-A) of section 6 of the Indian Ports XV of 1908. Amendment of section Act, 1908, for the words "at piers, 6, Act XV of 1908. jetties, landing-places, wharves, quays, docks, warehouses and sheds" the words "in any port subject to this Act" shall be substituted.

Statement of Objects and Reasons.

It is doubtful whether section 6 of the Indian Ports Act, 1908, as at present worded, empowers the Local Government to frame rules prohibiting the employment of children in the handling of goods on the waterside of vessels in ports, although it seems clear that the intention of the legislature was to prohibit child labour throughout the limits of ports. The object of this Bill is to resolve this doubt by providing against the employment of children under the age of twelve years in the handling of goods anywhere within the ports to which the Act applies.

Conditions of Work on Indian Railways.*

The following facts regarding the conditions of work on Indian Railways are taken from Chapter VI "Staff" of the Report by the Railway Board on Indian Railways for 1929-30, Volume I, which has recently been published by the Government of India.

Number of Staff.- The total number of employees on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1929-30 was 819,058, as compared with 808,433 at the end of 1928-29. The following table shows the number of employees by communities on the 31st March 1929 and 1930:

Date	Europeans	Statutory Indians				Total	Grand Total
		Hindus	Muslims	Anglo Indians	Other Classes		
31-3-1929	4,998	576,843	178,445	14,459	33,688	803,435	808,433
31-3-1930	4,975	580,282	182,347	14,692	36,762	814,083	819,058

Recruitment.- State-managed Railways.- Indianisation: The policy of the Government of India with regard to Indianisation of the superior services is summed up in the recommendation of the Lee Commission which was accepted by Government, viz., that, "the extension of the existing training facilities should be pressed forward as expeditiously as possible in order that recruitment in India may be advanced as soon as practicable up to 75 per cent. of the total number of vacancies in the Railway Department as a whole, the remaining 25 per cent. being recruited in England". This policy has been worked out in the past only in the Civil Engineering and Transportation (Traffic) and Commercial branches. Until this year, recruitment for the other principal branches, namely, the Transportation (Power) and Mechanical Engineering Departments, was practically confined to persons of non-Asiatic domicile recruited by the Secretary of State, since it was found difficult to obtain men possessing all the requisite qualifications in India. A scheme for the training of apprentices has been in force since 1927 but the period of training being six years, it will not provide fully qualified officers until 1933. In the meantime, however, the Board have taken special measures during the year under review to encourage the recruitment of Indians for these branches. Thus there were, as the Indian share of direct recruitment, 6 vacancies in the Transportation (Power) and 2 in the Mechanical Engineering Departments and instead of asking the Secretary of State to recruit them all in accordance with the usual rules of recruitment, it was decided with a view to hastening the progress of Indianisation in these two departments, to test the market by inviting applications, both in India and in the United Kingdom, with the result that four Indians have been appointed to the Transportation (Power)

*Government of India Railway Department (Railway Board) Report by the Railway Board on Indian Railways for 1929-30, Volume I. Calcutta: Government of India Central Publication Branch, 1930. pp.126.

Department and three to the Mechanical Engineering Department. No other Indian was recommended by the Public Service Commission and though there were only two vacancies in the Mechanical Engineering branch, the Board went so far as to appoint a third Indian as a special probationer in anticipation of the occurrence of a vacancy in that branch. It is proposed to continue similar arrangements until 1933, when it is hoped that the scheme started in 1927 for the training of apprentices will bear fruit and provide the requisite number of Indians for these departments. Care is also taken as far as practicable, to avoid the preponderance of any particular community in the services and the rules of recruitment for the superior services provide that of the total number of vacancies to be filled in India by the Public Service Commission, two-thirds shall be filled in order of merit and the remaining one-third by nomination, to redress marked communal inequalities, from among other qualified candidates.

(2) Company-managed Railways.- The progress made in this direction by Company-managed Railways falls short of that on State-managed Railways. The Companies have agreed to fall in line with the policy of Government but have not been able, owing to various reasons, to advance Indian recruitment up to 75 per cent. of the total vacancies. The South Indian Railway alone ~~has so far been able to reach this percentage.~~ The report states that the whole question has been exhaustively reviewed during the current year and the measures which it is proposed to take to accelerate the rate of recruitment of Indians will be stated in the next report. During the year under review the total number of permanent appointments made in the superior service on Company-managed railways was 59, of which 30 went to Europeans and 29 to Indians, of whom 22 were Hindus, 4 Anglo-Indians and 3 of other communities. The total number of vacancies filled, whether permanent or temporary, was 61, of which 24 went to Europeans and 37 to Indians, of whom 24 were Hindus, 2 Muslims, 7 Anglo-Indians and 4 of other communities. The ratio of Indian to European recruitment was 49 to 51 in respect of permanent appointments and 61 to 39 in respect of all appointments, whether permanent or temporary.

(3) Review of Progress made since 1925.- The Indian element in the superior services has risen from 28.02 per cent on State-managed and 17.74 per cent. on Company-managed Railways in 1925 to 37.01 per cent on State-managed and 29.87 per cent. on Company-managed Railways in 1930 by a corresponding reduction in the European element.

Training of Staff.- The newly constructed Railway Staff College, Dehra Dun, started to function in January 1930 although the formal opening did not take place till after the close of the financial year. The first course of instruction for transportation and commercial probationers began on the 6th January 1930 with sixteen students from the Burma, Eastern Bengal, East Indian Great Indian Peninsula, North-Western, Bengal Nagpur and Madras and Southern Mahratta Railways. During the course, which lasted two months, lectures were given on the general rules for working open lines of railways in India, the theory and practice of transportation, train control, the commercial work of railways, traffic accounts, supervision of railway telegraph office work and the elementary principles of the locomotive and vacuum brake. 14 out of 16 students passed the ensuing examination. On the 20th January 1930, a refresher course for junior officers began, which was attended by twelve officers from the Eastern Bengal, East Indian, Great Indian Peninsula, North-Western and Bengal Nagpur Railways. The course of lectures to these officers, which lasted six weeks, was similar to that for the probationer officers, but necessarily more advanced. Ten officers passed

the ensuing examination. During the second week of March 1930 two further courses were started: one for probationer civil engineers and the other a second refresher course for junior officers. The lectures for the probationer civil engineers were on similar lines as for the transportation and commercial probationers, but instead of traffic accounts, lectures on engineering accounts were delivered. Besides the Railway Staff College, Dehra Dun, which is primarily intended to train officers, a number of Area schools are provided for the training of subordinate staff.

Improvements in the Service Conditions of the Staff:- In recognition of the growing complexity and increasing importance of labour problems, the organisation of the Railway Board was strengthened in April 1929 by the addition of a Member who deals principally with staff duties. With his assistance the Board have been able to make considerable headway with a number of schemes calculated to improve the service conditions of the staff in general and the lower paid employees in particular. These schemes cover a wide range including:- (a) revision of the scales of pay of lower paid employees; (b) hours of employment and periods of rest of railway servants; (c) revision of leave rules; (d) security of tenure; (e) acceleration of payments; and (f) welfare, including education, co-operative credit societies, staff benefit fund and sports.

(1) Revision of Scales of Pay of Lower Paid Employees.- This question was engaging the attention of the Railway authorities since October 1928. In May 1929 all the material bearing on the question available in the Board's Office was collected and tabulated and comparative statements of wages of lower paid employees were sent to the Agents of the Eastern Bengal, East Indian and Bengal Nagpur Railways who were invited to exchange information as to the present ~~xxx~~ sanctioned rates for each class of employees. In June 1929 meetings were held by the Railway Board with the Agents of these Railways, where the principal question considered was the minimum wage for the lowest or unskilled class of labour comprising of gangmen, porters, water-men sweepers, cleaners, etc. A provisional scheme was then prepared and this was approved by the Railway Board. Eventually sanction was accorded to the revision of the wages of the lower paid staff of the Eastern Bengal and the Great Indian Peninsula Railways, with effect from the 1st April 1930, at an estimated cost of Rs. 4,18,000 per annum on each railway.

(2) Hours of Employment and Periods of Rest.- Another big scheme which had been under investigation for many years and which has now been brought near to a final settlement relates to the application of the Washington and Geneva Conventions, prescribing respectively a 60-hour week and a weekly rest day in industrial undertakings. The report states that the application of the Convention presented innumerable difficulties and that the intricacies of the problem led the Railway Board to enlist the assistance of the Indian Railway Conference Association which framed provisional rules to give effect to the Conventions. On closer scrutiny these rules fell far short of the obligations imposed on Government by the ratification of the Conventions and the whole question was therefore exhaustively re-examined during the year under review; the main principles to be followed in giving effect to the Conventions were settled, and as it became apparent that the scheme could not be applied without resort to legislation, a Bill to amend the Indian Railways Act, together with detailed rules, was drafted during the summer of 1929. ~~This~~ This measure, which was in the form of an enabling bill to authorise the Governor-General in Council to make rules regarding the hours of employment of railway servants, was introduced in the Legislative Assembly in September 1929, and was referred to

a Select Committee of that House. In the meantime, the proposed rules were exhaustively discussed with the Agents of Railways at two meetings held in Simla in October 1929 with the help of a small committee to which certain specific points were referred. The Select Committee which met during the ensuing season in Delhi proposed the incorporation of many of these rules in the Bill itself and with these amendments the Bill was passed by the Legislative Assembly on the 27th February 1930 and by the Council of State on the 19th March 1930. By the end of the year under review the regulations had already been applied in the North Western Railway and the East Indian Railway. It is proposed to appoint officers on special duty in other class I railways in order that the amendments proposed by the recent Act may be applied on all these lines. The report states that in specifying the branches of railway service to which the new regulations should be applied and in other directions, the Board have gone beyond the statutory obligations incurred by the ratification of the Conventions the principles of which have, on humanitarian grounds, been applied to the vast majority of railway servants. The whole scheme is estimated to cost Rs. 6 millions per annum on account of additional staff and Rs. 7.5 millions under capital for the provision of their quarters.

(3) Revision of leave rules.- The question of issuing a new set of leave rules for railway employees had been under consideration for a long time. It was felt that the rules formerly in force were defective in two vital particulars. In the first place the leave rules applicable to staff taken over with the management of the East Indian, Great Indian Peninsula and Burma Railways were manifestly open to the charge of racial discrimination. Secondly it had long been recognised that the Fundamental Rules applicable to Government servants were unsuited for a commercial undertaking and that while they were overliberal in their application to superior and subordinate staff generally, they operated to the prejudice of persons in inferior service owing to the condition that the grant of leave to such persons ~~in inferior service~~ should impose no extra cost on the State. Moreover workshop employees and other daily rated labourers, who loom large in railway establishments, enjoyed no leave privileges beyond a limited number of holidays or casual leave in lieu. Revised rules which were calculated to remove the above defects were accordingly issued with the Railway Department (Railway Board) Resolution No. 8373-E, dated the 20th February 1930. The new rules have come into force on the State-managed railways, with effect from the 1st April 1930, but existing employees who may find the old rules more favourable have been allowed to retain them. The new rules have also been circulated to Company-managed railways and a copy forwarded to the Secretary of State with a recommendation for the modification of the Fundamental Rules for the guidance of Railway companies in the light of the rules now introduced on State-managed railways. In order to meet the allegation that frequently rules allow certain benefits on paper while in fact leave is often withheld for want of relief, etc., the Board has instructed the Agents of State-managed railways to examine the adequacy of the relieving staff and to sanction the entertainment of such additional staff as may be necessary with a view to facilitate the grant of leave to the extent admissible by the rules.

(4) Security of Tenure.- As a result of the persistent complaints made in the Legislative Assembly as well as by representations made by Railway Unions and the deputation of the All-India Railwaymen's Federation in May 1929 (vide pages 42-48 of this office's report for May 1929), the whole question was examined by the Railway Board during the year under review. The Board maintains that in virtue of the Railway Department being

a commercial concern, the administration should retain the powers of discharge without assigning reason and of retrenchment of the staff as occasion requires, but recognised that these powers ~~shall~~ should be used considerately and with strict justice. Acting on these principles, the Railway Board has issued a set of rules regulating the discharge and dismissal of State railway non-gazetted Government servants, which provide ~~winter~~ alia:-

(i) that before passing an order of discharge for inefficiency or on reduction of establishment, the competent authority should carefully consider the desirability of employing the Government servant concerned usefully in any other place or position; (ii) that no employee who has completed 10 ~~years~~ years' service should be discharged for inefficiency unless frequent specific failures of work have occurred on his part for which he has been given written warning and punished with the stoppage of increment or by reduction of pay during the last 2 years of his service; (iii) that no employee should be dismissed unless his guilt has been established at a proper departmental enquiry where the employee concerned is given adequate opportunities to defend himself; (iv) that no employee who has completed 10 years' service should be discharged unless a charge sheet has been presented to him and his written explanation obtained and examined; and (v) that appeals against orders of discharge or dismissal, which shall ordinarily lie to the authority next above the officer passing the order, should in no case and in no sense be treated as a mere formality but should be considered with special care and, as a rule personally by the officer to whom they are addressed.

Acceleration of Payments.- As a result of complaints received in June 1929 from certain divisions of the East Indian Railway of delays in payment, the Railway Board placed an experienced officer to examine the difficulties of the situation and to frame a definite scheme to ensure prompt payment. As a result of his investigation arrangements have been made to ensure that the payments of salaries and allowances will be made within 7 and 14 days respectively of the close of the month to which they relate and similar arrangements are in the course of extension to the other divisions of the railway.

Welfare Work.- Educational facilities for Employee's children.- The Railway Board in their last year's report had mentioned that they had under consideration the desirability of formulating a definite policy which could be followed by all railway administrations in regard to the assistance that should be given to the railway employees for the education of their children. A special officer was deputed to prepare a report on the subject, and based on this report a general policy has been framed, on which the opinion of the Provincial Governments and the Railway administrations was invited. The Local Governments, it is reported, do not view the proposals favourably on account of the financial and administrative burdens involved in their adoption. The Railway Board therefore propose to give effect to the policy of transferring railway schools to Local Governments or local bodies in individual cases as this becomes possible, and to modify the policy to the extent that Railways will continue for the present to maintain and manage the majority of their existing schools.

Co-operative movement.- The co-operative movement which has made such strides in recent years in this country finds expression on railways in co-operative credit societies and co-operative stores which have been started by the various railways with the ~~the~~ primary object of reducing indebtedness among the employees. Co-operative credit societies have been formed on all railways with the object of advancing loans to railway employees at reasonable rates of interest. Most of ~~the~~ them also maintain a bank to encourage habits of thrift among the employees. They

are managed by a committee elected from among the shareholders. The Railway generally assists them (a) by supplying office accommodation free of rent, (b) by arranging recovery of loans through salary bills, and (c) by granting a limited number of passes and privilege ticket orders to the employees of the society. The societies have supplied a long-felt want and are generally in a thriving condition. Special mention is made in the report of the Jackson Co-operative Credit Society on the Bombay Baroda and Central India Railway. There are at present 22,000 members of this very successful society holding a paid up capital of Rs. 470,490 with fixed deposits of Rs. 2,208,950 and some 10,000 loans are granted during a year. These figures show the extent of benefits given to employees. In addition the society is actively extending its benefits to the workshop and lower paid staff.

Staff Benefit Fund.- Acting on the suggestion made in the course of the debate on the Railway Budget in the Legislative Assembly in February 1928, the Railway Board have under consideration the question of replacing the "Fine Funds" by "Staff Benefit Funds". The special features of the Staff Benefit Funds are that they shall receive a contribution from the revenues of the railway, in addition to the amount realised from fines and from provident fund bonuses which may be withheld under the rules from subordinate employees, and that the staff shall be associated in the management of the fund and in the control of the objects on which the amount available is expended.

Elimination of Racial Discrimination.- Following the debate on "Racial distinctions in subordinate establishments" in the Legislative Assembly in February 1928, the Railway Board addressed all Class I Railways, calling attention to the definite policy of the Government of India that all traces of racial discrimination should be completely eliminated, both in the terms offered for initial employment of subordinates, and in the treatment accorded to them after engagement. Railway administrations were also instructed to make a complete examination of the position on their lines and to take the necessary steps to remove every trace of racial distinction where such existed. The whole question was carefully analysed during the year under review and active steps taken to remove racial distinctions in all staff matters, including recruitment, pay and allowances, quarters, free passes, medical attendance, etc. A detailed memorandum on the subject is under preparation and when ready will be placed before the Central Advisory Council for Railways as promised by Sir George Rainy at the last Budget session of the Assembly.

Labour Unrest.- Railways were not immune from labour troubles during the period under review but had to encounter three strikes in all, a large one on the Great Indian Peninsula Railway (vide pages 31-34 of the January 1930 report and the report for the 3 subsequent months), and comparatively small ones on His Exalted Highness the Nizam's Guaranteed State Railways (pages 21-24 of the March 1930 report of this Office) and in two East Indian Railway collieries.

Recruitment of Labour for Assam. X

The following facts regarding the recruitment of Indian labour for Assam are taken from the Annual Report on the working of the Assam Labour Board during the year ending the 30th June ~~1931~~ 1930.

Local Agencies.- At the close of the year, 39 Local Agencies were at work, distributed as follows:- Bengal 1; Bihar and Orissa 17; United Provinces 5; Central Provinces 9; and Madras 7. During the year one local agency of the Tea Districts Labour Association was opened and two Local Agencies were closed. The conduct of Local Agents on the whole has been satisfactory. Their assistance in the detection of recruiting abuses has been of great value to the Board.

Bonded Labour.- The question of bonded labour, to which a reference was made in the last year's report of the Assam Labour Board, was enquired into by the Political Agent. On enquiry it was proved that the custom of bonded labour existed throughout the three Orissa districts of Puri, Cuttack and Balasore, and in many of the States bordering Orissa. In such States as are under administration, the Political Agent passed orders prohibiting the bonding of labour and putting the halia (servants) in the same position as any other man as regards recruitment.

Recruitment.- The total number of persons recruited during the past season was 58,150 as against 73,198 in the previous year, and the number of garden sardars at work was 42,829 as against 44,751 in the previous year. The average number of recruits per sardar was 1.35 as against 1.63 in the previous year. A comparison with last year's figures shows that the average of advances to sardars for each adult recruit has fallen in 17 and risen in 16 agencies. No cases have occurred in which Local Agents have been found to be extravagant or indiscreet in the matter of giving advances to garden sardars. The total number of garden sardars

prosecuted for offences in connection with recruitment was 107 as compared with 75 in the previous year. 88 garden sardars were returned to their gardens without prosecution on account of minor irregularities as against 39 in the previous year. Since the close of the year, the question of introducing the Model Rules or an agreement with the Tea Districts Labour Association upon similar lines has been taken up ~~it~~ with the Rewa State of Central India, the Sirguja State of the Central Provinces, and Kalahandi State of Bihar and Orissa, for the regularisation of recruitment ~~from~~^{for} the Assam tea ~~g~~ gardens. In the previous year's report, it was noted that the advisability of adopting the Model Rules had been suggested to the Rewa State Durbar. A reply was eventually received from the Political Agent, stating that the Durbar had pointed out that as recruiting was prohibited in the Rewa State, the question of applying the Model Rules did not arise. As a large number of coolies continue to be recruited from this State, the case has been taken up again and at the request of the Chairman, the Political Agent has reopened the matter with the Rewa Durbar. The subject is still under consideration, but it is hoped that before long some agreement may be reached. Similar action is also being taken with regard to Sirguja and Kalahandi through the Political Agents of Raipur and Sambalpur respectively. In order to establish a better connection in the eastern portion of the Jubbulpore division and in the Saugor and Damoh Districts of the Central Provinces, which are areas peculiarly liable to crop failure and scarcity, and where a surplus of agricultural labour is believed to exist, the question of temporarily suspending the notification under section 3 of the Act has been taken up with the Central Provinces Government with a view to temporary recruitment on the lines followed in the Bombay Presidency. In this connection the Chairman visited the Bombay Presidency and inspected the recruiting agencies of the Tea Districts Labour Association there and discussed the methods and manner of recruitment with the Bombay Government (vide pages 10-12 of the report of this Office for September 1930) In the view of the Bombay Government, recruitment for the Assam tea gardens in that Presidency is now proceeding smoothly and well through the agency of the Tea Districts Labour Association. The Act has not been extended to this Presidency, and the Bombay Government are not in favour of its extension. The question raised is one of considerable importance. and is still under considera-

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

The average number of workers employed per day in the factories coming under the Act in the province of Assam during 1929 was 44,538 of which 3,980 were minors. During the year under review, there were 20 cases of death, 17 cases of permanent disablement and 127 cases of temporary disablement; and the compensation paid for these three classes of accidents was Rs. 12,676-2-0, Rs. 4,049-10-0, and Rs. 1,755-1-3 respectively. During the same period there was one case of temporary disablement of a minor in respect of which Rs. 13-5-6 was paid by way of compensation. Thus, during the year under report a sum of Rs. 18,494-3-3 was paid as compensation to the dependants of deceased workmen and to workmen permanently and temporarily disabled. Of this, a sum of Rs. 14,713-2-6 was paid through the Commissioners for Workmen's Compensation and the balance of Rs. 3,781-0-9 was paid by employers direct.

(The working of the Act in Assam for the year 1928 is reviewed at page 28 of the report of this office for August 1929).

*Government of Assam. The Governor in Council. Letter No. IMMGN
298/6517G.J. dated, Shillong, the 8th July 1930, from the Officiating Chief Secretary to the Government of Assam, to the Secretary to the Government of India, Department of Industries and Labour.

Sickness Benefits for the operatives in the Empress
Mills, Nagpur, Central India.

The following rules have lately been promulgated by the management of the Nagpur Empress Mills in regard to the administration of sickness benefits :-

1. This is a voluntary Fund and not compulsory.
2. The benefit of the Fund shall be open to all employees of the Mills, irrespective of their salaries or wages.
3. Any employee of the Mill can become a member of the Fund by contributing 8 annas or 4 annas monthly to the Fund.
4. Any member of the Fund whose sickness is prolonged beyond 3 days will be entitled to the benefit of the Fund as from the fourth day of the sickness.
5. In the case of sickness a member should obtain a Certificate from the Mill Doctor.
6. Each member paying 8 annas a month will, on production of the Mill Doctor's Certificate, be paid an allowance at the rate of Rs. 25 per month up to 6 weeks for the number of days he is sick, and at the rate of Rs. 15 per month up to 8 weeks further on, if the sickness be prolonged. The allowance will, in any case, cease after a period of 14 weeks.
- 6-A. Each member paying 4 annas a month will on production of the Mill Doctor's Certificate, be paid an allowance at the rate of Rs. $12\frac{1}{2}$ per month up to 6 weeks for the number of days he is sick, and at the rate of Rs. $7\frac{7}{8}$ per month up to 8 weeks further on, if the sickness be prolonged. The allowance will, in any case, cease after a period of 14 weeks.
- 6-B. For the purpose of calculating the rate of benefit, any two periods of sickness, unless separated by an interval of at least 12 months, shall be reckoned as one sickness.
7. The allowance will be the same, irrespective of the pay, position or length of service of the member claiming the benefit of the Fund.
8. A member, whether he has had occasion to take advantage of the benefits of the Fund or not, shall not be entitled to any refund of the amount contributed by him on his ceasing to be a member of the Fund or leaving the service of the Company.
9. On all questions of administration of the Fund, the Mill

10. In case of serious injury to a member, such member who has already received a lump sum as compensation for the injury will not be entitled to the benefit of the Fund.
11. A member obtaining the benefit of the Fund shall obey the instructions of the Doctor attending him and shall answer any reasonable inquiries by the Manager of the Fund as to the instructions given by the Doctor.
12. No member shall have right to Sickness Benefit unless he has been a member for two months and has paid two monthly contributions.

VDS.

Women's Welfare in the Angus Jute Mills.

According to the typescript report of the welfare activities of the Angus Jute Mills, Hooghly District, Bengal, for 1929, a qualified woman doctor was in charge of the women's clinic from August 1929 onwards, and the Mills contemplate the provision, at a future date, of a combined women's clinic and maternity ward and creche as a separate entity in the Health and Welfare Department of the mills, to be run by women exclusively.

The Maternity Clinic had a rather unfortunate commencement, as several moribund cases were brought in to die, and the belief got abroad that their ghosts haunted the clinic. Several successful confinements have, however, largely dispelled this superstition.

The woman doctor at first experienced considerable opposition to her work in the coolie lines, largely from local midwives, since apparently they feared she would interfere with their practice. The clinic, therefore, selected two of the best of these "dhais", as the local untrained midwives are called, and employed them in the dispensary where they were taught cleanliness and the essentials of their work. They were offered 8 annas for each case brought into the clinic for confinement, and 4 annas for each case attended to by them in the coolie lines and reported to the woman doctor. The mill management proposes to increase the awards, as the numbers attending the maternity clinic are still few.

A Maternity Benefit Scheme was initiated in the mills from 1st September 1929, under which no woman is permitted to work for one month before and one month after confinement. Full wages are paid during the period of two months. No definite period of previous work for the Mills is laid down as qualifying for this benefit. For the 4 months of 1929 there was a total of only 25 claimants for these benefits, even though the mill management does not insist that claimants should be examined by the woman doctor, though her services are available, and those unwilling to be examined in the Outdoor Clinic, be visited in their houses.

Increasing the efficiency of the Bombay
Mill Operatives.

In last October, the Bombay Millowners' Association appointed a special committee consisting of managers of certain cotton mills to consider a suggestion made by Mr. Keith Robinson, formerly of the Parker-Holladay Company of England, for increasing the efficiency of the Bombay textile operatives on certain lines. This Committee reporting on Mr. Robinson's schemes considered that there were a great many general and special factors such as "idleness", "carelessness", "procrastination", "waste", "absenteeism", etc., which diminished production and efficiency, and increased overhead costs. Most of the losses arising from these factors could, it was claimed, be reduced, and the best means of achieving this result was to be obtained - and this was especially true when dealing with illiterate employees - by bringing home to them their common faults and stimulating their interest along correct lines by pictorial posters in preference to education by the written word or orally by the managers. The Committee agreed that a process of visual education could achieve most desirable results at a reasonably low cost. The success which had attended similar schemes in India and other countries, and the popularity of services of this type amongst the large industries in other countries - ample proof of which was afforded to them - had led them to make the following recommendations:-

- (i) that a specially designed service consisting of posters and miniatures with the necessary ~~and~~ subsidiaries, suggestion forms and suggestion boxes, action cards and announcement forms, etc., should be introduced in the Bombay mill industry;
- (ii) that it should, in the first place, be tried out for a period of six months in as many mills as possible;
- (iii) that the service should be accompanied by the personal service and attention of Mr. Keith Robinson;
- (iv) that the details of the service in so far as the subjects for presentation in the posters and miniatures were concerned, should be subject to the control of a special sub-committee of managers in order that the

- special needs of the industry might be catered for;
- (v) that the price of the service to each mill should be based on the number of employees catered for in that particular mill.

The Committee stated that they had ^{been} given to understand that, provided the number of employees covered by the service exceeded 100,000, the cost per head per month would work out at less than one anna, and that if a larger number of operatives were covered, the price per head would be correspondingly less. On this basis, the cost per mill per month would be comparatively trifling, and even though no wonderful results were obtained, the experiment would be well worth trying for the limited period which they had recommended.

On a consideration of the special Committee's report, the Committee of the Millowners' Association endorsed their findings, and its members were recommended to adopt the Keith Robinson poster service. The service was designed: (1) to stimulate the workers' interest along right lines; (2) to improve efficiency by the avoidance of common faults; and (3) to promote esprit de corps and loyalty to their employers.

Members were asked to state whether they were prepared to adopt the service in their mills for an experimental period of six months on the understanding that the scheme would be proceeded with by the industry as a whole if mills employing more than 60,000 people in the aggregate agreed to come in. The cost of the service would vary according to the number of operatives covered. If the number was between 50,000 and 60,000, the cost per head per month would be 1.3 annas. If the number covered exceeded 100,000 the cost would be .816 annas per month per head. On this basis, the monthly expenditure on the service for a mill employing 1,000 operatives would be, roughly, Rs. 80 if mills employing 50,000 operatives participated; and Rs. 50 per month if mills employing 100,000 operatives came in.

The Nagpur Industrial Conference.

In this office's report for February 1929, mention was made at pages 29-38 of the fact that the National Christian Council of India, Burma and Ceylon was taking a serious interest in the improvement of industrial conditions, and that a small conference was held under its auspices in Poona early in 1929 to consider the provisional recommendations in this behalf made by Miss Cecile Matheson, Miss Iris Wingate and Mr. Manohar Lall, who were appointed early in 1924 to make a general survey of Indian labour conditions. The report made by them has now been published under the title "Indian Industries: Yesterday, Today and Tomorrow (1930, Oxford University Press, Bombay), and on the 9th and 10th of December 1930, the National Christian Council summoned another Conference at Nagpur to discuss some of the main recommendations made in the Report. The Director of this office was also a member of this Conference, and its findings are given below. It may here be added that the National Christian Council has already taken action on some of the findings. Thus, for example, the Council resolved to request the Bombay Christian Council to approach the Wilson College, Bombay, with a view to having an one-year training course in welfare work for men to be arranged in co-operation with the Council. Further, the Council approved of the Conference's recommendation to arrange a Conference with Bishop McConnell, President of the Federation of the Churches of Christ in America, who is now touring India. This Conference is likely to be held in Madras on the 23rd and 24th February. Yet another subject on which the Council has taken action is in reference to the recommendation of the Conference to request Miss Iris Wingate to prepare a study book on the subject for use in seminary and study circles. The question of issuing a propaganda pamphlet which will serve as an appeal to the Churches to interest themselves more closely in

Findings of the Industrial Conference
Nagpur, December 9 & 10, 1930.

I. A SCHEME FOR A WELFARE WORK UNIT.

This Conference re-affirms the resolution of the Poona Industrial Conference on the call that the needs of the industrial population bring to every Christian. Provincial Christian Councils and local Christian leaders in the various areas should be urged to get Missions and Churches to make plans for joint action with a view "to help industrial workers in the temptations and hardships of their lives, by friendship, by an understanding of their needs and difficulties and by voluntary service along educational, recreational and health lines."

For the guidance of those who are led to undertake such service the following minimum programme of work is suggested. If a start is made with the scheme proposed, experience will show the lines along which expansion should be planned.

In an industrial centre where there are several Christian agencies at work they should agree upon a joint scheme for carrying out the programme of service outlined here and co-operation with non-Christian agencies engaged in similar work should be sought wherever possible.

A well-defined industrial locality in the city or area concerned should be selected for starting a welfare work centre and this centre should endeavour to serve all those in that locality irrespective of caste or creed. In such a centre there should be provision for the following :-

- (1) A suitable building with open space attached and with facilities for indoor and outdoor games. This building may be rented at the first instance.
- (2) A worker or workers (men or women) who will give their full or most of their time to this work. Where suitable trained men are not available a start may be made with a part-time worker and voluntary help.
- (3) The worker in charge of the welfare centre should gather facts and figures on the actual conditions of labour and living as far as possible and keep a record of all such available information. He should also try to keep as complete a file as possible of newspaper cuttings on industries and labour.
- (4) The centre should be equipped with apparatus for indoor and outdoor games, a small library and a few well-selected newspapers and periodicals preferably in the vernaculars of the people for whom the service centre is meant.
- (5) There should be provision for carrying on adult education through night schools, scouting, lectures, debates, music, dramas &c.
- (6) When a woman is appointed her main duties will be to attend to preventive medical work, health and baby welfare, girl's guide and similar forms of service for women and girls of the locality.

- (7) There should be an arrangement made for doctors to come to the centre to give free consultations twice a week to those who want to avail themselves ~~for~~ of such help. There will be need for one man and one woman doctor.
- (8) There should also be an arrangement made for a lawyer to come to the centre and give free consultations with special reference to indebtedness.

It is estimated that the minimum cost for a scheme of work outlined above will be Rs.100 per month (excluding rent for premises which will vary with each town and the locality chosen) as recurring expenditure if one worker is employed. There will be an initial expenditure of about Rs.500 for furniture, equipment for games &c. It may be possible to raise special gifts towards this work from people who may not otherwise contribute to mission funds.

II. TRAINING COURSE FOR WOMEN WELFARE WORKERS.

The Conference heard with very great interest of the plans that the Madras Representative Council has of arranging for a course of training for women in welfare work in connection with the St. Andrew's College in Madras. It is proposed to have one year's course and to take for training in the first instance a few girls who have passed at least the Intermediate University Examination. The Conference hopes that the scheme will be soon put into operation and that it will receive every support from Christian bodies in Madras. The Conference also heard with great satisfaction of the work done by the Social Service Training Centre in Bombay which trains ~~men~~ women for welfare work in industrial cities. It was mentioned that all the women so far trained in this centre have found employment.

It was agreed that the National Christian Council be asked to draw the attention of Christian bodies working in other industrial areas to these efforts and to do whatever was possible to get similar training centres for women welfare workers started.

III. TRAINING COURSE FOR MEN AS WELFARE WORKERS.

The Conference after considering this subject agreed that a course of training for men extending to a period of one year be arranged preferably in Bombay in connection with the Wilson College. In arranging for this course the co-operation of bodies like the Servants of India Society may be sought and as far as possible the co-operation of employers and of Trade Unions should be enlisted.

IV. CO-RELATION BETWEEN TRAINING FOR INDUSTRIAL WELFARE
AND RURAL RECONSTRUCTION WORK.

The Conference considered the recommendation made by the Industrial Committee of the Bombay Christian Council on the subject. There was general agreement that there should be a Co-relation wherever possible between training for industrial welfare work and training for rural work.

V. WELFARE WORK NOT TO BE CONFINED TO FACTORY WORKERS.

The Conference emphasized the need for making it clear that in all plans for training welfare workers whether men or women and for carrying on welfare work we should not think only in terms of factory workers. Those who are working outside of factories but living in the unsatisfactory conditions of our industrial towns and those working in unregulated industries are as much in need of help as those working in large factories.

VI. HOW COLLEGES CAN HELP.

(1) The Conference agreed that there were two lines along which Colleges and Universities could help the Industrial Welfare Movement. In the first place, these bodies could, by a modification and extension of their curricula, correlate academic teaching with the realities of Indian economic life, and insist that a knowledge of our social environment and the possibilities and methods of improving it should be an essential part of the ordinary citizen's cultural equipment. With this object in view, lecture-courses on Industrial Problems, with special reference to the growth of the factory system, trade-unionism and trade-union law, industrial legislation, and the history and developments of voluntary organizations for industrial welfare, should form part of the work to be done for the B.A. degree courses in economics and politics. What is even more important than the instruction imparted by these lectures would be the spirit in which they are delivered: the dominant idea ought to be to create a sense of civic responsibility and to give the students a definite "bias" towards active social welfare work.

(2) Secondly, and as part of a programme of adult education, higher educational institutions in the country should permit non-students who are able to follow the college and university courses profitably, to attend lectures on the subjects mentioned in para 1. above, on payment of a nominal fee. Several Colleges and Universities on the continent permit non-students to take such lectures, when the professors are satisfied that their attendance will be fairly regular. Besides, Summer Schools which might serve as

"refresher courses" for persons who have already undergone training as welfare workers, and extension lectures may also be organised by Colleges and Universities acting in collaboration with the co-operative and trade-union organisations in their city or locality.

(3) It was agreed that the above recommendation should be submitted to the Christian Colleges Commission.

(4) The Conference agreed that Government and Industrial employers be urged to recruit their Factory Inspectors and Welfare Workers from amongst graduates of Indian Universities who have taken up Economics preferably with a paper on "Labour."

VII. PROPOSED WELFARE WORK CENTRE FOR MADRAS CITY.

The Conference welcomes the scheme now under consideration by the Madras Representative Christian Council by which Christian bodies in Madras city are asked to support a part-time worker who will start and develop welfare work in one of the most needy centres in the city. The Conference commends the scheme heartily to the support of all Christian bodies working in Madras city.

VIII. ALL-INDIA INFORMATION CENTRE.

The recommendation of the Bombay Christian Council's Industrial Committee about having a centre in connection with the N.C.C. for the collection and distribution of information regarding welfare work was considered. It was agreed that arrangements should be made at the N.C.C. Office in co-operation with the International Labour Office in Delhi, the Industrial Committees of Provincial Christian Councils and with other agencies for the collection and distribution of useful information about welfare work. It was recommended that the Industrial Committee of each Provincial Christian Council be requested to appoint one person to co-operate with the N.C.C. Office in securing the needed information.

IX. LABOUR OFFICES IN PROVINCIAL CAPITALS.

It was agreed that the Conference should urge on the Provincial Governments the desirability of creating Labour Offices in the Provincial Capitals to compile and publish accurate information on labour conditions on the lines of the work now being done by the Bombay Labour Office and of enlarging the functions of the existing Labour Commissioner of Madras and the Labour Intelligence Officer of Bengal to meet this necessity.

X. WOMEN FACTORY INSPECTORS.

It was agreed to re-affirm the resolution of the Poona Industrial Conference about urging Government to appoint at least one

women factory inspector in each of the large industrial centres. In the opinion of the Conference these women inspectors need not necessarily be women with medical qualifications.

XI. CREATING INCREASED INTEREST AMONG CHURCHES IN INDUSTRIAL WELFARE WORK.

The Conference re-affirmed the resolutions on the subject adopted by the Poona Conference with additional suggestions about having a Labour Sunday observed by the Churches annually and having the subject of industrial welfare work brought up for consideration at the Hill Conferences.

XII. PROPOSED CONFERENCE WITH BISHOP McConnell.

It was felt that with the growth of industrialism in India it was essential that the Christian forces at work in this land should be fully alive to the problems of human welfare created by it and be able to meet them from the Christian point of view. Bishop McConnell now in India as Barrows Lecturer is well known for the able leadership he has been able to give to the Christian Churches in America in tackling industrial problems. It was agreed that his presence in India should be availed of for giving the guidance that Christian Missions and Churches need to-day in their approach to industrial problems. It is therefore recommended that Bishop McConnell be invited to meet in conference with a representative group of missionaries and Indian Christians towards the close of his stay in India.

XIII. A STUDY BOOK BASED ON MISS MATHESON'S REPORT.

It was agreed that a small book based on the Industrial Survey Report suitable for use in classes for young people be published as soon as possible. Miss I. Wingate was requested to prepare this study book.

XIV. A PAMPHLET BASED ON MISS MATHESON'S REPORT.

The & recommendation of the Industrial Committee of the Bombay Christian Council that a popular book based on Miss Matheson's report be prepared was considered. As this book should serve as an interpretation of the Report and also as an appeal to the Churches it was felt that it was desirable that the consideration of the matter be deferred till the proposed Conference with Bishop McConnell.

XV. UNEMPLOYMENT AMONG INDIAN CHRISTIANS.

This subject was brought to the attention of the Conference. It was pointed out that it was part of a world-wide problem and therefore no solution could be worked out for it without taking into account the world forces that were in operation. However, it was felt that keeping in view the welfare of the coming generation we should be able to give guidance to those especially in Missions about the changes that might be necessary in the present methods of training the young and preparing them for life.

It was agreed that this should be one of the subjects to be considered at the proposed Conference with Bishop McConnell. In preparation for this it was recommended that data about the distribution of Indian Christians in various occupations and the amount of unemployment among them might be collected and studied.

XVI. GETTING THE RECOMMENDATIONS CARRIED OUT.

The Conference considered how the above recommendations can be brought to the attention of Missions and Churches with a view to get them to take action. It was felt that one of the Secretaries of the N.C.C. should undertake this responsibility. It was agreed that the N.C.C. be requested to make arrangements for additional help in the office so that one of the N.C.C. Secretaries might be able to devote more of his time to the work of getting these recommendations carried out by Christian agencies in the different areas.

P. O. PHILIP

Convener, Industrial Committee
of the National Christian Council.

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Bombay Maternity Benefit Act.

This Act, to which reference is made at pages 19 to 23 of the report of this office for June 1929, came into operation on the 1st of July 1929, and the first annual report on its working states that owing to the fact that no woman was entitled to benefits until six months after 1st July 1929, the claims made have only been advanced during the six months from 1st January 1930 to 30th June 1930. It is anticipated therefore that next year's report will disclose more than double the claims ~~shown~~ shown in this report. The number of factories to which the Act applied was 349. Of these, 151 reported no claims for benefits ~~and~~ or stated that no women were employed. Two factories have not forwarded returns. The total number of women to whom the Act applied was 53,309, of whom 1,684 received benefits for actual births. In 16 cases the payment of maternity benefit was made after a woman's death to other persons as required by section 7. It is reported, however, that there are a small number of women who prefer to leave their work about three months before the expected birth and go to their homes in the districts. On the other hand, there have been a number of cases in which women have worked practically up to the date of ~~the~~ birth. Most of these cases, however, appear to be premature births, and managers plead their inability to ascertain when the women expect to be confined. It appears from reports received and enquiries made that the majority of women employed in the larger concerns are aware of the main provisions of the Act, and that they are being treated leniently, in the event of any question arising as to the correct interpretation of some sections of the Act. In the case of smaller concerns employing few women, many do not appear to be paying maternity benefits owing to the nature of casual daily labour employed. It is too early to state definitely whether there is any tendency to replace female labour by male, but ~~there~~

there does not appear to be any general tendency in this direction yet. No prosecutions have been instituted under any section as yet. It has been found that employers generally have readily rectified any cause for complaint. Proposals are under consideration to request Government to extend the Act to the towns of Poona, Hubli, Gadag, Gokak, Challisgaon, Dhulia, Nadiad, Barsi and Thana before the end of this year.

(Times of India, 27-12-1930).

The M & S.M. Railway Dispute

As a result of the persistent agitation of nearly ~~48,500~~ 48,500 employees of the M & S.M. Railway from December 1929 for a revision of their wages, the Railway authorities announced in August 1930, the revised rates they were prepared to grant. This revision did not appear at all adequate or satisfactory to the employees who submitted to the authorities a criticism of the new rates and made alternative suggestions, which only, according to them, would be acceptable to them. Some of the criticisms and suggestions of the employees are:-

1. Out of about 48,534 employees who are demanding revised scales of pay, the scales of pay for 7,708 posts have remained ~~un~~ unaltered, while, even in the remaining posts the changed scales of pay have ~~been~~ in many cases been of an adverse value either in the minimum, maximum or rate of increase.
2. The daily rated system has ~~been~~ not been converted into monthly rated system and the system of fixed pay for certain categories has not undergone any change. The workers claim that the daily rated system and the fixed pay system should be replaced by a time-scale payment on monthly rated system.
3. In certain cases, minima and maxima are fixed without fixing any rate of increment. Arbitrary increases should be replaced by increases of adequate value to be granted annually.
4. No provision exists for increase of pay of the staff who are blocked on a rate of ~~the~~ pay for years for no fault of theirs. Therefore, those who are on the same rate of pay for three years or more should automatically be eligible for an annual increase notwithstanding the fact that no vacancies exist in the higher grade.
5. The workshop staff ^{have been} are the worst sufferers in the recent revisions, especially those belonging to electrical and engineering works at Arkonam. The only benefit the latter get is the rounding off of their pay to the nearest anna, thereby getting an increase of one to two pies.
6. Scales of pay have been divided ~~in~~ according to areas, but this has the effect of lowering the minima already recognised

in certain cases. Neither the method ^{adopted by} followed in the G.I.P Railway nor the Postal method has been followed in fixing the scales of pay for the areas. It is desired that the classification of the areas should follow the Postal scales so far as the maxima and minima are concerned and the G.I.P. scale so far as the rate of increase is concerned.

7. The wage scales in the new revision have not been standardised. As long as the scales are not based on the living wage principle, no question of worsening should arise in standardising. The scales should be revised, first, on the basis of the higher scales for corresponding categories of employment obtaining in the adjacent railways; and employees performing work of the same or similar nature should be similarly remunerated.

(The M & S.M. Railwayman, Vol.2, No,4
October 1930)

As a result of the agitation of the workers, the revision of scales was given retrospective effect from April 1930, but it was found that the arrears of salary which have thus accumulated to the credit of the workers did not amount to much. The workers of the Perambur Railway workshops therefore resolved at one of their general meetings not to receive the arrears as a protest against the unsatisfactory nature of the revisions. They further resolved on 11-12-30 not to accept the November wages as well. (The Hindu, 12-12-30)

According to the above resolution, the entire body of workers in the Perambur workshops, barring a section of the Anglo-Indians and Europeans, refused to receive their November pay. Though feeling runs high among the workers, they have not resorted to any acts of violence and seem to be willing to give a chance for negotiation between their Union leaders and the railway authorities. The workers have accepted their Union officials' request to them to lift the ban against ~~the~~ receiving the November wages so as to create a favourable atmosphere for negotiations. ¶

(the Hindu, 13-12-30.)

The Railway employees at Hubli and Arkonam also have protested against the unsatisfactory nature of the revisions of wages and have decided to act in concert with the Perambur employees to obtain redress for their grievances, (the Hindu, 19-12-30 & ²⁶⁻¹²⁻³⁰ ~~26-12-~~

Mr. V.V.Giri, the President of the M & S.M. Railway Employees' Union and other Union officials have, it is understood, entered

into negotiations with the Agent to ~~find~~^{effect} an amicable settlement of the dispute. The Agent, however, is understood to have told Mr. Giri that he had no authority from his Board to make any promise to revise the wages to meet the demands of the workers.

(the Hindu, 21-12-30.)

The situation still continues unchanged.

Industrial Organisation.Employers' Organisations.Annual Meeting of the Associated Chambers of
Commerce of India and Ceylon, 1930.

The annual meeting of the Associated Chambers of Commerce of India and Ceylon for 1930 was held at Calcutta on 15-12-1930. The proceedings opened with a speech by the Viceroy, in the course of which he said that the present industrial and trade depression which was causing so much concern to employers and workers in India was essentially of a world-wide character, though the non-co-operation and boycott movements have aggravated the situation in this country. Referring to the demands made that the Government should take measures to ease the situation, Lord Irwin said that there was very little that any one Government could do to avert the crisis or to alleviate its consequences and instanced the cases of the United States, Egypt, Canada and Brazil, where schemes, initiated by the Governments to prevent catastrophic falls in commodity prices failed to achieve the desired results. Government action in India, the Viceroy affirmed, would, at present, be equally barren of results. Referring to the demands for reduction in the railway freights of wheat, cotton and other agricultural products, the Viceroy said that certain reductions had been already made on wheat freights to Karachi, and held out hopes that similar cuts might be made on the wheat freight rates to Calcutta. He also said that cotton freight rates were receiving the earnest attention of the Railway Board, but that in view of the anticipated deficit of Rs. 70 millions in the railway budget, as also of the existing low rates for other agricultural products, there was no room for further reduction in railway rates for agricultural produce.

After the Viceroy's departure, the Associated Chambers of Commerce meeting under the presidentship of Mr. R.B. Laird adopted resolutions urging the necessity of substantial reductions in

VDS.2

railway freight rates on all agricultural products, suggesting the inauguration at an early date of an air mail service from Karachi via Bombay to Southern India and Ceylon to connect with the London-India air mail service, recommending that a detachment of military police should be permanently stationed with its headquarters at Chittagong, in view especially of the recent armoury outrage, and urging the immediate consideration of inadequate police arrangements in the jute growing districts of Bengal, at the same time stressing the necessity of early action to safeguard the interests of both British and Indians engaged in the jute trade in the mofussil.

(The Times of India, 17-12-1930).

Workers' Organisations.East Indian Railway Unions: Amalgamation Plan.

A conference of the representatives of various existing employees' organisations of the East Indian Railway met on 30-11-1930 at Lucknow under the chairmanship of Mr. V.V. Giri to discuss ways and means for an amalgamated common union for workmen on the East Indian Railway. A draft constitution for such a union was made and it was resolved to send it to various centres for detailed criticism. It was also proposed that in January next the Committee should meet again at Lucknow to adopt finally the constitution for the proposed Union in the light of criticism. The amalgamation of unions is in response to a growing feeling among workers that a proper single Trade Union organisation representing all classes of employees should be set up under the leadership of Mr. Giri so that satisfactory results both for employees and the Railway may result.

Resolutions condemning block retrenchment in the Lillooah workshops and requesting the East Indian Railway authorities to allow a Joint Committee of the Union to examine and revise scales of pay were also passed at the Conference.

(The Times of India, 4-12-1930).

The All-India Postal and R.M. S. Union.

The tenth annual conference of the All-India (including Burma) Postal and R.M.S. Union was held at Madras on the 30th and 31st December 1930 with Mr. S.C. Joshi, the workers' delegate to the 14th session of the Geneva Labour Conference, in the chair. Mr. Joshi, in the course of his presidential address after referring to the activities of the Union and the work ahead of them in the future, dealt with the conditions of work of postal employees and deplored their lot in having to work all the 365 days in the year. He assured his audience that with the efforts that the I.L.O. is making to fix the hours of work

VDS.

and improve the conditions of service of salaried employees, this hardship would be remedied in the near future, and explained in detail the work of the 14th session of the I.L. Conference in reference to the Hours of work of Salaried Employees and the reactionary manoeuvres of the Government delegates at the Conference. He stressed the necessity for exerting pressure on the Government through the legislatures with a view to get the Convention ratified by India.

The Conference discussed in addition to the administrative work of the Union, a number of grievances of postal employees which still remain unredressed and passed a series of resolutions regarding such grievances. The following are some of the more important of the grievances that engaged the attention of the Conference in respect of which a few resolutions were passed:-

The revision of pay of postal employees granted in 1927 has not met with the approval of the staff ~~and~~^{of} the Postal Department. The greatest drawback of the revision, from the employees' point of view is that senior officials have derived very little benefit from it in the shape of increased pay. Besides, the rates of allowance to extra-departmental agents have not been increased; the scales of pay sanctioned to runners is very unsatisfactory in consideration of the arduous nature of their work; the pay of the mail guards is meagre; and lastly many of the graduates and under-graduates employed in the Department are getting a pay less than that of the new entrants. The system of double duty prevailing in the R.M.S. and the low rates of out-station allowances are some of the grievances of the R.M.S. officials. In 1930 the Director General introduced the system of nomination for promotions. This system of promotions, the staff claims, is calculated to undermine the morale of the employees by making them subservient to the authorities. ~~and~~^{Again}, the Department had introduced the Lower Selection Grade Examination. The staff

demands that this examination should be open to all officials who have put in five years service. The staff has also raised objection to the introduction of the Leave Reserve Clerks' Examination and has suggested that candidates should be given special training instead, before being entertained in the department. It is ^{contended} ~~claimed~~ that the rules under which the services of the leave reserve clerks are dispensed with if they fail to pass the two departmental examinations, ^{is} ~~is~~ causing great hardship as no leisure is allowed to candidates to study the prescribed books and as no proper training is being given to them.

After discussing the above grievances, the Conference resolved to send a deputation to the Hon'ble Member in charge of Industries and Labour to represent to him the necessity for reforms regarding the following subjects:- Examinations, selection grade appointments, time-test, retrenchment, Sunday rest, and weekly off-day, allowances and fixation of pay of graduates and under-~~graduates~~ graduates.

The Conference also passed a resolution sanctioning the proposed amalgamation of the All-India Postal and R.M.S Union and the All-India Postmen's and Lower Grade Staff Union.

(the Hindu, 31-12-30 & 1-1-31.)

Intellectual Workers.Civil Servants.The Non-Gazetted Government Officers of Madras.

The 11th Madras Provincial Conference of the Non-gazetted Government Officers was held at Madura on the 27th and 28th December 1930 with Mr. V.S. Ramaswamy Aiyer in the chair. This association claims a membership of nearly 10,000, out of a total strength of 40,000 non-gazetted officers within the Presidency. The activities of the Association include the administration of a Mutual Benefit Fund and a Reserve Fund of nearly Rs. 160,000 which represents the balance standing to the credit of the Mutual Benefit Fund over the benefit payments made.

The chief grievance discussed at this Conference and in reference to which a resolution was passed was regarding the service conditions of the non-gazetted officers. The outstanding grievances of these officers are (1) that their starting salary is very low and the rates of increments meagre; (2) that they are not granted officiating allowances between posts carrying different rates of pay; and (3) that their demand for the appointment of a Committee of Enquiry consisting of representatives of the Madras Legislative Council, the Government and the non-gazetted services to enquire into the above two grievances have so far been ignored by the Government, in spite of the fact that the Madras Legislative Council had ~~since~~ already passed a resolution asking for such an enquiry. The argument advanced by the Government for not appointing such a committee is that the question has been ^{fully} ~~well~~ considered and what was necessary has been done when the report submitted by the Salaries Commissioner was under the consideration of the Government. The non-Gazetted officers claim that the enquiry conducted by the Salaries Committee was defective in many ways and so a fresh enquiry is needed. A resolution reiterating this demand was made ^{at} the Conference held this year.

Another subject which the Association considered was the substitution of a contributory Provident Fund system in lieu of the existing pension system. As a result of its persistent agitation, the Government has now published three alternative schemes on which the opinion of the Association has been invited. The Government insists that, whatever scheme may be introduced the charges to Government should not exceed its present liabilities under this head. The Association claims that this condition is unjust and that the Government should be prepared to bear the additional cost consequent on the introduction of a more generous system. Of the three schemes in regard to which the opinion of the Association was invited, it has recommended the adoption of the scheme contemplating the surrender of the entire pension in return for a lump sum of money payable to the dependants of the officer, if he dies in service, or to himself in case of his retirement. The Association has further requested that a scheme of compassionate gratuity similar to that sanctioned by the Government of His Highness the Maharaja of Mysore, (see I.L.I. Vol. XXXVI page 455), may be sanctioned immediately, pending the introduction of a provident fund. A resolution to this effect has also been passed at this Conference.

A third resolution thanked the Government for restoring to temporary and officiating persons in the non-gazetted services, the right of drawing, during leave, the pay drawn at the time of taking leave, and requested Government to restore the privilege to permanent Government servants at an early date.

(The Hindu, 27-12-1930 and 31-12-1930).

The Indian Tariff Board: Galvanized Sheets*

At pages 25 to 27 of the report of this Office for October 1930, reference was made to the Government of India's resolution to ask the Indian Tariff Board to hold an immediate enquiry into the question of affording additional protection to Galvanized sheets. The report which was submitted by the Tariff Board in pursuance of this resolution was recently published by the Government of India.

In the course of their enquiry, the Tariff Board found that during the last three years the price of galvanized sheet has been falling steadily. Continental competition, which in 1926 scarcely existed, has now made itself felt in a marked degree, and, with the collapse of the British Sheet Makers' Association, the landed price (excluding duty) of imported British sheets has fallen to Rs. 169 per ton, while the fair selling price of galvanized sheets manufactured in India is now Rs. 236 per ton. The Board has, therefore, come to the conclusion that protection is required for the Indian article to the extent of Rs. 67 per ton which represents the difference between those two prices.

In considering in what form the assistance should be granted, the Board were faced by requests for an additional duty, the grant of a bounty, or ~~by~~ these methods in combination. The decisions of the Board may be summarised as follows:- (a) Additional protection required should be given in the form of an additional duty of Rs. 37 per ton on imported galvanized sheets not fabricated. This additional duty should remain in force for the remainder of the period of protection given by the Steel Industry (Protection) Act 1927, that is until March 31, 1934.

* Report of the Indian Tariff Board on Additional protection for Galvanized Sheets. Calcutta: Government of India Central Publication Branch, 1930. Price As.6 or 8d. pp. 22.

(b) Duty on imported iron or steel pipes and tubes and fittings therefor, if riveted or otherwise built up of plates or sheets galvanized, should be raised from Rs. 33 per ton or 17 per cent ad valorem, whichever is higher, to Rs. 73 per ton or 17 per cent ad valorem, whichever is higher. (c) Duty on imported iron or steel sheets (including cuttings, discs and circles) under one-eighth inch thick fabricated galvanized should be raised from Rs. 33 per ton or 17 per cent ad valorem, whichever is higher, to Rs. 73 per ton or 17 per cent ad valorem, whichever is higher.

The general conclusions of the Board regarding the working of the Tata Iron and Steel Company, who manufacture the sheets are given below:- The Tata Iron and Steel Company have made genuine efforts to secure the results which the Tariff Board considered feasible. Lack of progress is due to two causes, for neither of which can the Company be held responsible. The first is the labour strike of 1928 which, by adversely affecting the financial position, has seriously retarded the development programme, on which the future reduction in the cost of manufacture was so largely dependent. The second is the reduction in orders for steel rails. The scheme of protection advised by the Tariff Board hinged largely on the manufacture of rails, the production of which was estimated at about one third of the total production of finished steel during the protective period. The whole balance of the scheme has thus been destroyed and it is of the utmost importance to find a fresh outlet for the ingot steel, the production of which can now be greatly increased. The most pressing problem at present is therefore the acceleration of the development programme and in particular the addition at the earliest possible moment of at least one new rolling mill. This is very largely a question of finance and the immediate future so far as it can be controlled by the action of the Company appears to us to depend mainly on conserving the Company's re-

resources and in particular on setting aside the full sum for depreciation recommended by this Board.

The Government of India have accepted the recommendations of the Tariff Board and in accordance with this decision, the following increases will be made immediately in the import duties chargeable under the Indian Tariff Act:-

Item 146.- Tariff Schedule, iron or steel pipes and tubes and fittings therefor, if riveted or otherwise built up of plates or sheets (a) galvanized. The present rate of duty is Rs. 33 per ton or 17 per cent ad valorem, whichever is higher. The new rate of duty is Rs. 71 per ton or 17 per cent ad valorem, whichever is higher.

Item 148.- Iron or steel sheets (including cuttings, discs, and circles) under one-eighth inch thick (a) fabricated galvanized. The present rate of duty is Rs. 33 per ton or 17 per cent ad valorem, whichever is higher. The new rate of duty is Rs. 73 per ton or 17 per cent. ad valorem whichever is higher. (b) not fabricated galvanized. The present rate of duty is Rs. 30 per ton. The new rate of duty is Rs. 67 per ton.

Progress of Bombay Textile Industry,
1929-30.

The Bombay Millowners' Association have issued their annual statement with regard to the position of the cotton textile mills in India during the year ending August 31, 1930. It shows that during the 12 months under review 28 mills were completely stopped, 6 in Bombay City and the Island, 9 in the Bombay ~~xxxx~~ Presidency and 13 in the rest of India. There were 18 mills in course of construction last year, of which 6 have started working; and out of the 17 mills in course of construction this year four are expected to begin work shortly. It also appears from the statement that as a result of the movement for the popularisation of the Indian made cloth, certain mills which had been closed for some years have either been reopened or are being reorganised.

In India as a whole the paid up capital of the mills decreased by Rs. 7.95 millions; that of Bombay City and Island increased by Rs. 500,000. The total number of spindles has increased by 200,000 during the year. The increase occurred mainly in mills in the Bombay Presidency, which alone is responsible for an increase of 140,000 spindles. The number of power looms in the country has increased by 5,6000 since ~~Agux~~ August 1929. In other words, India's spindlage increased by 2.4 per cent. and her loomage by 3.2 per cent. The total quantity of cotton consumed by all the mills during the year in candies of 784 pounds was 1,196,859 as against 1,080,583 in the preceding 12 months.

(The Times of India, 25-12-1930)

Unemployment.Unemployment in Ceylon.

The increasing unemployment in Ceylon as a result of ^{the} rubber crisis of the last few months led the Government of India early last September to appoint a Committee to investigate the extent of unemployment and to suggest ^{remedial} measures. This Committee has now presented its report which, according to press comments, is rather a vague and unilluminating document. It has not been able to obtain much information, the Ceylon Labour Union, claiming a membership of 40,000 reporting only 335 unemployed, and the Employers' Federation reporting that only 120 employees were discharged by firms affiliated to the Federation during October and November last. It further appears that the Committee was unable to investigate to any extent the state of unemployment existing amongst the Sinhalese estate labourers.

Amongst the schemes proposed to relieve unemployment is the inauguration of a "One Day's Pay Fund". The Governor has opened the fund on the 17th December with his contribution of Rs. 325, and the Fund Committee is inviting subscriptions from the heads of Government departments and from the local firms. Another scheme which has been drawn up by the Rural Reconstruction Society and approved by ~~the~~ a public meeting presided over by the Governor on the 6th December seeks to establish city colonies, farm colonies and rural schools. In the city colonies, the "out-of-work" from the city will have their immediate necessities supplied and will secure temporary employment. The Society has 3,000 acres available for settlement as farm colonies, the clearing of which alone is estimated to provide plenty of work for the wood-cutters, while many others will find employment in putting up new cottages on the cleared land. The rural schools will be started for the employment of educated classes thrown out of work, and various educational activities are

contemplated. To secure the necessary capital, the Society intends to start a National Self Denial Fund, and proposes to issue ten rupee shares on which it hopes to declare a minimum dividend of 4 per cent.

The exodus of Indian labourers due to unemployment seems to be increasing. The situation has become so acute that it has been found necessary to issue free railway warrants from Ceylon to stations on the Madras and Southern Mahratta Railway. Free warrants have hitherto been issued for repatriation of unemployed Indian labourers to stations on the South Indian Railway only, but owing to large numbers leaving the Island, it has been found necessary to extend this concession to those coming from stations on the M. & S.M. Railway also. The labourers, who are now leaving Ceylon, are mainly from the Kelani Valley Estates, which is the Island's largest rubber growing area.

Education.

Textile Education for the Bombay ^{Mill} Operatives.

The Bombay Social Service League, it will be remembered, has since 1924 been running a special textile technical school with the object of increasing the efficiency of the spinners and weavers by giving them proper systematic training and thus improving the prospects of intelligent and industrious workers. In June 1930, the Supervising Committee of this Textile Technical School requested the Bombay Millowners' Association to co-operate with it more closely by (1) granting formal recognition to the qualifications obtained by the students in the school, for higher wages and higher posts such as those of Jobbers and Head Jobbers; (2) formulating a liberal scheme for providing maintenance scholarships to whole-time students, regular attendance scholarships to the students attending the evening classes and prizes to students passing the annual examinations with credit. These scholarships and prizes to be awarded by the Association or by individual mills to their respective workmen attending the school; (3) providing machinery of the latest pattern for practical instruction, and replacing such parts of machinery as are lacking in the present equipment; (4) sanctioning an annual grant for meeting the increased expenses that may have to be incurred by the League for improving the efficiency of teaching and widening the scope of instruction; (5) and sanctioning an amount for printing text books in the vernacular required for use in the school.

The Association agreed to recommend to its members to grant all possible facilities to its employees for attending the textile classes held by the Technical School and to urge them to consider the desirability of providing scholarships for their employees who are attending the classes. It was also prepared to recommend that holders of certificates from the School should be given an opportunity to occupy higher appointments in the mills.

Last October the Supervising Committee of this School referred to the grant of scholarships by Mills to the students for regular attendance at the Technical School. It is suggested that a list of students from amongst the workers of each mill qualified for scholarships would be sent up by the School, and that the scholarships should be paid to the students by the respective mills. A special Sub-Committee of the Association had recommended that members might be asked to agree to meet the cost of the monthly scholarships now given to workers who attend the classes regularly. From information supplied by the League it appeared that several member mills had already adopted this practice. The amounts to be given by way of scholarships were trifling and ranged from Rs. 2 in the first year to Rs. 4 in the third year. It was, therefore, recommended that members might agree to award scholarships on the scale mentioned above to their operatives undergoing tuition at the League's School, as an earnest of their interest in the steps being taken to provide the workers with a rudimentary knowledge of the technique of spinning and weaving.

Migration.Indians in South Africa.*

The following facts regarding the condition of Indians in South Africa are taken from the Annual Report of the Agent of the Government of India in South Africa for the year 1929.

The year under review opened with an important administrative change. The Government of India appointed Sir Kurma Venkata Reddi to succeed the Rt. Hon'ble V. S. Srinivasa Sastri as the Agent of the Government of India in South Africa. Mr. Sastri handed over charge of the Office to Sir Venkata Reddi on the 28th January 1929.

South African Indian Congress :- The annual conference of the South African Indian Congress was held in Durban between the 24th and 27th January, 1929. This date was chosen to admit of the presence at the Conference of the incoming and out-going Agents. All the three provinces concerned, namely, ^{the} Transvaal, the Orange Free State and Cape Province were fully represented at the Conference, and, at various stages of ^{the} proceedings when the working of their Departments formed the subject of debate, the local officers of the Railways, Post Office and Immigration Departments, attended and made statements regarding the position and policy of the Government in their respective departments. The report says that this interchange of views between the delegates to the Congress and the officers of Government was appreciated by both and cannot but have a good effect on their mutual relations. The principal topics for discussion at the congress were the hardships arising out of the working of the Liquor Act, and the difficulty raised by municipal councils in the "gold law" areas regarding the renewal of Indian trade licences. On these two matters (both of which affect primarily the Transvaal Indians), temperately worded resolutions were passed, and it was resolved to send a deputation to discuss them with the Ministers. These deputations were taken by the Agent to interview the Ministers concerned during the latter part of February.

* Annual Report of the Agent of the Government of India in South Africa for the year ending 31st December 1929. Calcutta: Government of India Central Publication Branch. 1930. Price Re. 1. or 1s.9d. pp 22

KLB. 2.

The Liquor Act :- The Liquor Act which took effect from October 1, 1928, laid the Indians in the Transvaal and the Orange Free State under a serious disqualification. According to the provisions of the Bill, Asiatics in those two provinces were prohibited from buying or possessing liquor; and a person so debarred by law was debarred also from handling liquor and from working in an establishment where liquor was being handled. The report of the Agent for 1928 contained a description of the manner in which the provisions of the Act operated to prevent the employment in the Transvaal and the Orange Free State of Indians as barmen, and threatened their employment as waiters. Great efforts were made to move the authorities to lift this ban on the Indians and as a result, the Minister of Justice wrote on the 28th February 1929 to inform the president of the South African Indian Congress that the provisions of the Bill would not be literally enforced against Indians who were at the commencement of the Act employed as wine stewards in the two provinces affected. Communications were accordingly sent by the authorities to Magistrates in the Transvaal and the Orange Free State suggesting that in all cases where an Indian applicant could prove satisfactorily that he was, at the time of his application or at the commencement of the ~~consumption~~ Act employed as a waiter in "on-consumption" premises, a letter of exemption should be granted. Thus, in the Transvaal and the Orange Free State the occupation of wine steward remains closed to new Indian recruits, and such recruits in the future will also find it harder to obtain employment as waiters.

Durban Municipal Affairs :- A matter which will affect Durban Indians very greatly has been the proposal to extend the boundaries of the Durban Municipality. In South Africa there is not, except in the Cape Province, a system of rural self-Government analogous to the County Councils in England, or the District Boards in India. Rural areas fall directly under the Provincial Councils. Some years ago, however, it was recognised that something more was necessary

KLB. 3.

for the proper administration of those suburban areas which fall outside the Municipal limits of the larger cities. Cape Town and Johannesburg Municipalities both cover a very large areas and include nearly all their suburbs. The Durban Municipal area, however, is far smaller, and there is just outside the Municipal boundaries a series of populous suburbs. In these suburbs by far the greater proportion of the residents are Indians most of whom come into the Borough to work. The Natal Provincial Ordinance No.4 of 1926 set up eight bodies known as Health Boards for administering these districts. Each Health Board area has an Indian advisory committee. It is now proposed to include these Health Board areas in the Borough of Durban. A commission on the subject of incorporation has been sitting during December 1929. The Indian ~~community~~ ~~the~~ community on the whole seems to favour incorporation. But this favourable view is subject to three important qualifications. The First is that the full rate of Municipal taxation should not fall on the working class Indians of the Health Board areas at least until these are getting the full benefit of Municipal services. The second qualification is in regard to licences. At present ~~the~~ licences in the Health Board areas are granted by the Licensing Board of Durban County, and in the Municipality by the Municipal Licensing Officer. In both areas a licensee can in the case of a refusal of the renewal of his ~~his~~ licence appeal to the Supreme Court. In the case of new licences the appeal in the Durban County area lies to the Provincial Licensing Board, while in the Municipal area it lies to the Town Council itself. The Indian community has never been satisfied with ^{the} second of these arrangements. Durban Indians therefore hope that as far as the grant of licences is concerned, no change will be made in the areas now under the jurisdiction of the Health Board. The third qualification is in regard to Indian representation. At present, very few Indians are in the Municipal electoral roll and the Indian view is that should the Health Board Areas be included in the Municipality there should be ~~an~~ adequate Indian representation in the Town

Indian Housing in Natal :- In December 1928, the Executive Committee of the Central Housing Board published a report on the method of spending £ 50,000 ear-marked by the Union Government for Indian housing in Natal. The gist of the report was that half of the £ 50,000 should be spent on a scheme for erecting houses to be leased or sold to Indians, on an area called the Eastern Vlei, which is north of the mass of Durban, but in the Borough boundary and that half should be granted to the Durban Municipality and the Health Boards for disbursement in loans to Indians who own freehold plots, but are too poor to build houses on them. Both of these suggestions were favourably received by the Indian community. Unfortunately, however, the Municipality has not yet seen its way to carry them out. On the contrary, however, there is before it a proposal to create "an Indian village" at a place named Cato Manor, which is situated in the Mayville Health Board area. This scheme was not recommended by the 1928 Committee, and is not favourably regarded by Durban Indians. They consider that the carrying out of such a proposal would imply a measure of segregation. They are further of opinion that since Cato Manor is, for the present at least, in a Health Board area outside the Municipality, the proposed "Indian village" would not get the benefit of Municipal services. They hope, therefore, that land will be granted for Indian housing within the Municipal limits, as they stand at present. For this is what the 1928 Committee recommended while pointing out at the same time that since under the Land Alienation Ordinance No. 14, of 1922, the Municipality was given the power to insert any clause it chose in the lease or sale of Municipal land, there has not been a single sale of such land without the insertion in the sale deed of a clause restricting the residence of Asiatics thereon.

Trade Union Affairs :- The formation of a South African Indian Trade Union Congress was reported in the Agent's report for the year ending 31st December 1928. Useful work was done by the Committee appointed at the initial meeting of the 24th-25th November 1928. and with the active and sympathetic co-operation of the

KLB. 5.

officials of the Union Government Department of Labour, considerable headway has been made.

A meeting was arranged between the Indian Trade Union Congress Committee and some members of the Executive of the European Trade Union Congress at which the proposal of the Indian Committee that Indians should be admitted as full members of the existing unions, preferably in the existing organisations, but, if necessary at the outset, as members of separate branches with a single common executive, was accepted by most of the trade union officials present at the meeting. Though the discussions at this meeting were informal and the Secretaries of the European Unions made it clear that they were not in a position to bind their unions, it is encouraging to find that in several unions steps have already been taken to admit Indian workers to full membership. In Durban the highly organised and powerful Typographical Union has decided to admit and has actually enrolled Indians as full members on the same ~~basis~~ basis as, and side by side with its European members. ~~on~~ The ~~Pieter~~ Pietermaritzburg branch of the same union has hitherto refused to follow suit, but the bulk of the Indian printers' assistants work in Durban, and where the Durban branch has taken the lead, branches of the union in places where the Indian workers are fewer must, in due course, follow suit. Further, in the very union whose difficulties brought the whole question to a head, - the Durban Liquor and Catering Trades Employees Union, - A most satisfactory settlement has been arrived at. The Europeans have agreed to join the existing union which will be divided into two branches on a basis not of race but of occupation, - waiters, (who are nearly all Indians) in one branch, and barmen, (who are nearly all Europeans) in the other. The two branches will have equal powers and rights and equal representation on the joint executive. A movement to secure a similar settlement in the difficult Johannesburg area was successfully launched in March at a joint meeting of the Indian and European Unions at which the Agent (Sir Kurma Reddi) was

KLB. 6.

present. The admission of Indians to full membership of the Durban branch of the Typographical Union was confirmed at the bi-annual General Meeting of this Union, held in Durban in the latter part of the year under review. Mr. Sampson, the Minister of Posts and Telegraphs, who presided at this meeting, congratulated the Union on its decision which, he declared was in accordance with the spirit of the Cape Town Agreement.

Education :- The report records satisfaction at the progress of education of the Indians in South Africa. Natal Government provided an increased amount to be devoted to Indian education and this made it possible to increase the number and amount of the grant-in-aid to private owned schools. These funds are also being utilised to effect some much needed improvements in the pay and position of teachers both in the Government and in the Government-aided schools.

Assisted Emigration :- The year under review has been marked by a very severe fall in the figures of "assisted emigrants." In the 1928 Report it was stated that there had been a recovery in these figures during the last quarter of 1928. In accordance with this recovery 313 persons availed themselves of the boat ~~is~~ sailing to Madras in January 1929. From the date of this sailing, however, up to the end of the year, the numbers continued uniformly low. The total figures of those who availed themselves of this scheme during 1929, including both those who sailed for Madras and Calcutta, and those who went to Bombay on the British India Mail steamers, are as follows :-

	Adults.		Children. (Under 16 years)		Total.
	Males.	Females	Males	Females	
Indian born ...	511	143	1	3	658
Colonial born ...	84	105	251	230	670
Total ...	<u>595</u>	<u>248</u>	<u>252</u>	<u>233</u>	<u>1,328</u>

This decrease in the number of persons availing themselves of the

KLB. 7.

Assisted Emigration Scheme has caused the gravest anxiety both to the Agent and to the Union Government. For, there can be no doubt that Europeans in South Africa judge the success or failure of the Cape Town Agreement by the working of this scheme. The report states that the fall in the figures is too great and too prolonged to be accounted for by any of the reasons which have given rise to the periodical fluctuation that has been noticed in previous years, reasons such as the Monsoon or the state of employment in the Natal sugarcane estates. The real reason for the fall in the figures however, is difficult to discover.

Transvaal Licences:- By far the most important problem of the year has been the matter of the Johannesburg licences. This question was first brought to a head in January, 1928, and it still remains unsettled. Two laws against occupation of certain "proclaimed" areas by Asiatics have been in existence since 1908. In the Smuts-Gandhi Agreement of 1914, it was decided that "vested rights" should be protected, that is, that an Asiatic who was trading in 1914 on restricted land and his lawful successors in title could continue to trade provided they did not move to another township. In 1919 again, existing rights up to May 1919 ~~WERE~~ were protected by an Act of 1919. The two laws of 1908 whereby Asiatics were prohibited from trading in certain restricted lands have never been actually enforced until 1928. In that year, however, the Johannesburg Municipality began to consider the idea of bringing about the enforcement of these laws by a policy of refusing certificates of fitness where a coloured person applied for a licence to trade on a stand situated on restricted land, or on land where there was a colour clause in the title deeds. The earlier Indian applications for certificates for the year 1929 were granted by the City Council. The report states that from the middle of January the council held over all remaining applications, these amounting to approximately two hundred and fifty. The

licences have continued to trade without licences, no steps having been taken against them while the question was still undecided. It immediately became clear that this action of the Municipality might have disastrous results, for if the City Council should prove to be justified in the attitude it adopted, the other Rand Municipalities were likely to follow a similar policy. This would result in all those Indians who are trading on proclaimed land or land where the title deeds contain an anti-Asiatic clause being unable to obtain licences for the future unless they were persons protected by the 1919 Act. Moreover it has since been discovered that between 60 per cent. and 70 per cent. of the Indian traders on the Rand are now unprotected by this Act. The protection of the Act has been lost in various ways. However, numerous new licences have been issued in these areas and there are now a large number of Indians trading under licences issued for the first time on a date subsequent to May 1st, 1919. It will therefore be easily appreciated that in spite of the 1919 Act, the refusal of certificates in the manner and on the grounds contemplated by the Johannesburg City Council would imply the ruin of the majority of the Indian traders on the Rand. In the earlier part of the year under review, both Mr. Sastri and Sir Kurma Reddi interviewed Ministers and prominent members of the City Council on this matter. The ~~situation~~ Government, however, was not prepared to take any action until after the General Election, and the Municipalities adopted the attitude that the extent of their powers must be decided by the Courts. The situation continued unaltered until the Government, objecting to an unsatisfactory state of affairs, where traders were trading without licences and where Government was losing revenue from licence fees, decided to enquire into the whole question of Indians in relation to restrictive Transvaal laws. On February 3rd, 1930, therefore, the Minister for the Interior moved for the appointment of a Select Committee to enquire into these matters and the motion was carried.

The licensing question is further complicated by the effect of bringing to the fore of another question namely that of the ownership of fixed property in the Transvaal by Asiatics. An old law of the Transvaal Republic, No.3 of 1885, prohibits Asiatics ~~far~~ ~~from~~ acquiring the ownership of fixed property anywhere in the Transvaal. This law is still in force. However, Asiatics have generally in practice been able to acquire in certain instances a proprietary interest in land. At first this was made possible through the land in question being registered in the name of a European who held it as a trustee for an Asiatic and usually mortgaged it to him as well. In 1909 the Transvaal Companies Act was passed according to which only two shareholders are necessary for the formation of a Private Limited Liability Company. After the passing of this Act a certain amount of land was purchased by means of Companies of which all the shareholders were Indians. Land so purchased was registered in the Company's name. The second loophole was blocked in 1919 by means of an Act which prohibited the ownership of fixed property by companies in which one or more Asiatics had a "controlling interest". However, it was also enacted that the provision of this Act should not apply to any fixed property acquired by companies before May 1919.

The Indian argument in regard to the 1908 Acts ~~is~~ is that Indians have grounds for thinking that the non-enforcement of the Law as it now stands entailing as it would the ejection from their shops of some ~~xx~~ 70 per cent. of the existing Indian traders who would be left with no other suitable avenue of employment, would be most unjust. In regard to ownership, however, the Indian case is that the law forbids a certain act, and that acts which are not illegal should not be interfered ~~by~~ ^{by} with retrospective legislation.

Indians in Malaya*

The following facts are taken from the Report of the Agent of the Government of India in British Malaya for the year 1929:

Indian Immigration.- The total Indian population according to the census of 1921 was 471,666 out of a total general population of 3,358,654 of all races in the whole of Malaya. The yearly total arrivals and departures from and to South India since 1921 show a net excess of 265,324 arrivals over departures. The total Indian population in Malaya at the end of the year under report may, therefore, be well over 700,000. About 70 per cent. of them might be considered as labourers employed in rubber estates, in tin mines, Government Departments such as Railways, Public Works, Municipalities, etc., and in firms and companies under private persons. The rest are engaged in trade, business and the learned professions.

Madras and Negapatam are the two ports from which emigration of unskilled Indian labour to Malaya has been authorised under the Indian Emigration Act, VII of 1922. The Malayan Emigration Depots at both these places are inspected at frequent intervals and intending emigrants detained therein are interviewed before departure, by the Protectors of Emigrants appointed at Madras and Negapatam by the Madras Government. Out of 32,769 and 80,769 adult males and females admitted at Madras and Negapatam respectively, 13,614 were rejected at the former place and 29,848 at the latter; finally 19,155 adults (11,611 males and 7,544 females) from Madras and 50,921 adults (40,322 males and 10,599 females) from Negapatam were sent over to Malaya with their minor dependents and infants. Out of the total number shipped, 5,968 adult males, 3,235 females and 1,767 minors came under the category of non-emigrants under the provisos to section 2(1) of the Indian Act, for having had not less than five years previous residence

* Annual Report of the Agent of the Government of India in British Malaya for the year 1929. Calcutta: Government of India Central Publication Branch, 1929.

in Malaya. Despite trade depression both in rubber and tin which was rather more keenly felt towards the latter part of the year 1929, arrivals of Indian emigrants continued to be heavy and far outnumbered departures. Total arrivals during the year numbered 114,252 and departures 76,649, leaving a balance of 37,603 in favour of Malaya. Suggestions to restrict voluntarily the output of tin and rubber and to cease rubber tapping temporarily for a month were made by certain associations towards the close of the year under review; and these proposals have found general acceptance during 1930.

The bulk of the unskilled labour for Malaya came from Trichinopoly, Tanjore, North Arcot and South Arcot. During 1929, the number of emigrants who went from the above four districts was 15,366; 13,576; 10,295; and 9,746 respectively. Out of the 82,183 assisted emigrants from South India during the year under report, 53,266 were recruited labourers and 28,917 non-recruited labourers. 32,069 persons (including 2,392 minors) arrived during 1929 as ordinary passengers who paid their own passages, as compared with 35,832 persons in 1928 and 32,306 in 1927. There has thus been more or less a steady influx of this class of emigrants who are generally engaged in petty trades or businesses or employed as skilled workers in various lines. A small percentage of them also consists of unskilled manual labourers.

The year under review records a fall in departures ~~during 1929~~ as compared with that of 1928; 76,649 persons (71,042 adults and 5,607 minors) left Malaya for South India during 1929, while 91,252 ~~adults~~ persons (82,192 adults and 9,060 minors) departed during 1928, and 79,176 adults and 5,591 minors during 1927.

The Indian labour force employed on 31st December 1929 and their sex distribution are as follow:-

	<u>Total.</u>	<u>Males.</u>	<u>Females.</u>	<u>Ratio per fe-</u> <u>male.</u>
Straits Settlements	52,669	42,587	10,082	4.2 males
Federated Malay States (Estates)	181,205	119,930	61,275	2.0 ..
Johore	34,642	26,157	8,485	3.1 ..
Kedah and Perlis	34,436	23,046	11,390	2.2 ..

Rule 23 of the Indian Emigration Rules, 1923, prescribes a proportion of 1.5 males to 1 female being maintained amongst the number of unskilled labourers assisted to emigrate out of India. Temporary exemption of Malaya from the operation of this rule was current throughout the year 1929.

Repatriation.- There was a very considerable fall in the number of repatriates during 1929 as compared with that of 1928. Altogether, 5,323 adults and 1,408 minors, or 6,731 persons in all, were repatriated during the year 1929, as against 18,147 including 4,328 minors during 1928, 9,495 including 1,802 minors during 1927, 3,205 in 1926, 2,271 in 1925, and 2,032 in 1924. These figures serve as an index to the extent of malarial and ~~to~~ other sickness to which Indian labourers are susceptible and which render them unfit for labour and also to some extent to the general trade depression in Malaya. Repatriation is in no way forced on anybody; but any restraint placed on it would be against the wishes of the repatriates themselves who yearn to join their relatives in India.

Recruitment.- The report raises the question whether a stage has not arrived when the much criticised kanganj recruitment system may be reconsidered in view of the steady and increasing influx of non-emigrants and non-recruited assisted emigrants and of ordinary passengers, the prolonged rubber slump and fall in prices to rock bottom levels, the wide-spread acceptance of proposals such as conservation of bark, intensive tapping with reduced tapping tasks and ~~restrictions~~ of output by voluntary efforts on the part of the planting community and the availability of labour locally as evidenced by the local engagement of Indian labourers alone constituting over 40 to 60 percent of the total Indian labour forces employed on estates. It says: "From all accounts of the total rubber planted acreage and of labour forces comprising all nationalities, viz., Indians, Chinese, Javanese and Malaya employed therein, it appears that the saturation level

in point of adequacy of labour supply has been reached. In my opinion, a stage has been reached when an amount of restriction in the volume of Indian emigration to this country is not only desirable but also necessary in the interests of Indian immigrants.

Economic position of Indian labourers.- 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. Eight to nine thousand Indian labourers are also employed on tin mines where generally the Chinese preponderate. In special works such as the Naval, Air and Military bases at Singapore, in Hydro-electric works of Perak and in the oil installations of Singapore, Indian labourers are preferred. The general level of wages paid to Indian labourers came up to the Standard minimum wages of 50 cents for adult males and 40 cents for adult females and 20 cents for working children especially from 1st February 1929 when those rates legally prescribed for the three Coast districts of Selangor and when the rule passed by the Indian Immigration Committee not to issue kangany licences if the rates of 50 cents and 40 cents for men and women respectively were not offered in the licences, came in to force. In the inland districts the standard rates of 58 cents for adult males and 46 cents for adult females remained in force throughout the year.

The cost of living in Malaya is necessarily high, as Malaya is mostly dependent on foreign countries for its foodstuffs. The standard of living of Indian labourers in this country is also high, as they live in the ~~mid~~ midst of races accustomed to a higher standard of living. The peculiar climatic and health conditions of the country necessitate clothing, nourishment and other comforts on a scale higher than that to which Indian labourers are accustomed in their own country.

Co-operative Societies.- The co-operative movement amongst Indian labourers initiated more than five years ago, made rather slow though steady progress. There were 41 registered societies and 27 societies under formation at the end of 1929 as against 19 and 13 respectively in 1928. The total membership of labourers in these societies numbered 13,853 during 1929 as against 3,794 in 1928. The report observes that as it is, the movement has touched the "merest fringe" of the Indian labour population working in over 3,000 places of employment. It is hoped that as more Indian officers are trained, the movement will make appreciable progress throughout the country. An educative cinematograph film for the benefit of Indian labourers was made by the officers of the Co-operative department at the end of the year. Men and women of the labouring classes took an active part in the get up of this interesting film which has been pronounced to be a complete success by all who have witnessed it.

Health and Welfare.- The report states that ^{complete records of} the vital ~~the~~ statistics ^{for the whole of British Malaya are} ~~was~~ not available, but observes that there was a general increase in the birth rates and a decrease in the death rates. The main scourge of the South Indian labourer in Malaya is malaria. The incidence of sickness and deaths on account of this disease seems to be very high. Anti-malarial measures have been under operation for several years past; and yet, the fatality ^{rates} amongst Indians ~~has~~ shown no appreciable signs of decrease. The Agency has for long been recommending the appointment of qualified dressers, and of a trained staff of midwives in estate hospitals; but these matters are still awaiting solution. The Agency has also been urging ~~for~~ the strict enforcement of the provisions of the labour law governing the maintenance of nurseries and creches in estates in the interests of the welfare of the children, and ~~there~~ ^{this} is now being done to a large extent. Definite action for the employment of a better qualified class of dressers, and of trained midwives in estates seems to be urgently called for.

The Workmen's Compensation Enactment passed in the Federated Malay States, at the beginning of the year has not been given effect to, pending the passing of a similar Ordinance in the Straits Settlements. Public opinion on this question has been expressing itself strongly. The need for placing this measure on the Statute Book and of giving effect to it is very keenly felt Federated Malay States Enactment No. 19 of 1929 (entitled "The Executors' Powers and Fatal Accidents Enactment") corresponding to sections 7 and 8 of the Straits Settlements Civil Law Ordinance, was passed in November 1929. It is a beneficial piece of general legislation, whereby the families of persons killed by negligence or actionable wrong are enabled to get suitable damages.