

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for October 1935

N.B.—Every section of this Report may be taken out separately.

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References to the I. L. O. ✓+

The August 1935 issue of H.E.H. the N.S. Railway Employees' Union Bulletin reproduces a review of the 19th Session of the I.L. Conference published in the Trade Union Record, Bombay.

* * *
The Bombay Chronicle dated 1-10-1935 publishes an article under the caption "Principle of 40-Hour Week: Government of India must Ratify I.L.O. Convention", contributed by Mr. Dinkar Desai. Mr. Desai pays a tribute to the I.L.O. for sponsoring the move for a 40-Hour Week and reviews progress of the movement in several countries. He urges that in consideration of the huge total of the unemployed in India, the Government of India should ratify the I.L. Conventions re. hours of work and implement them as early as possible.

* * *
Communique re. Holidays with Pay (issued by this Office on 14-9-1935) is published in the following : the September 1935 issues of the Indian Textile Journal, Bombay, and "Advance India", Madras, (vide Encls. 18 of H.4/1764/35 dated 10-10-1935 and No.9 of H.4/1883/35 dated 31-10-1935).

* * *
The Guardian, Madras, dated 3-10-1935, publishes an editorial note on the subject of holidays with pay. The note, quoting from a communique on the subject issued by this Office, sets forth the reasons for granting holidays with pay and also cites passages from the Whitley Commission report in support of the I.L.O. Move.

* * *
The September 1935 issue of the Indian Textile Journal, Bombay, publishes of an editorial article on Holidays with Pay. The article supports the proposal for holidays with pay as a wholesome move and expresses the hope that improvement of the condition of the textile industry in Bombay will favour the adoption of the principle by the industry.

The note is reproduced in the Leader dated 12-10-1935.

* * *
 "The Evening News of India" dated 19-9-1935 publishes an editorial note under the caption "Millhands and Holidays" commenting on the views of the Millowners' Association, Bombay, on the question of holidays with pay.

* * *
 The September 1935 issue of the Indian Textile Journal, Bombay, publishes a summary of the views of the Bombay Millowners' Association on the question of holidays with pay. The Association is of opinion that in the present state of the textile industry it cannot bear the financial burdens entailed by the adoption of the proposal.

* * *
 The September 1935 issue of "Labour Gazette", Bombay, publishes at page 25 ~~of~~ the views of the Labour Officer appointed by the Government of Bombay on the question of Holidays with Pay.

* * *
 The Times of India dated 24-10-1935 publishes a summary of the views of the Bengal Chamber of Commerce on the question of Holidays with Pay. The Chamber has expressed the view that the introduction in India of any system of holidays with pay is neither practicable nor desirable.

* * *
 The Indian Labour Journal, Nagpur, dated 27-10-1935 publishes the views of the Bombay Textile Labour Union on the above subject. The Union has expressed the view that holidays with pay should be granted to all workers other than those engaged in agriculture, and that a compulsory scheme of holidays with pay is practicable, desirable and necessary.

* * *
 Communique re. Hours of Work in the Building and Civil Engineering Industry (issued by this Office on 3-10-1935) is published in the

following: Hindustan Times dated 4-10-1935, the Statesman dated 5-10-1935, the Times of India dated 8-10-1935, "Commerce and Industry", Delhi, dated 15-10-1935 (vide Encls. 7, 8 and 9 of H.4/1744/35 dated 10-10-1935)***.

* * *

Communique re. Hours of Work in iron and steel industry (~~ixixx~~) (issued by this Office on 28-9-1935) is published in the following: "Commerce and Industry", Delhi, dated 15-10-1935, the Indian Labour Journal, Nagpur, dated 13-10-1935, the September issue of "Advance India, Madras. (vide Encls. 9 and 10 of H.4/1856/35 dated 24-10-35; No.2 of H.4/1883/35 dated 31-10-1935).

* * *

Communique re. items on the agenda of the 20th I.L.Conference (issued by the Government of India on 1-10-1935) is published by the following: the National Call, the Statesman, the Hindustan Times and the Times of India dated 3-10-1935; the Amrita Bazar Patrika and the Leader dated 4-10-1935; and the September 1935 issue of "Labour Gazette", Bombay. (Vide Encls. Nos. 5,6 and 7 of H.4/1731/35 dated 3-10-1935, Nos. 10,11 and 12 of H.4/1744/35 dated 10-10-1935 and No.11 of H.4/1856/35 dated 24-10-1935).

* * *

News item re. Mr. N.M.Joshi's departure for Geneva is published by the following: the Statesman, the Hindustan Times, and the Hindu dated 6-10-1935, the Times of India dated 7-10-1935 and the Leader dated 10-10-1935 (vide Encls. 1 to 5 of H.4/1744/35 dated 10-10-1935).

* * *

The Leader dated 10-10-1935 publishes a photograph of Mr. N.M. Joshi ~~which is published~~ in connection with the announcement of his recent mission to Geneva.

* * *

Communique re. items on the agenda of the 73rd Session of the Governing Body (~~ixixx~~) (issued by this Office on 16-10-1935) is published by the following: the Hindustan Times dated 17-10-1935, the National

Call dated 18-10-1935, the Hindu dated 20-10-1935, the Times of India dated 21-10-1935 and the Leader dated 24-10-1935 (vide Encls. 1 to 5 of H.4/1856/35 dated 24-10-1935).

* * *
 Reuter's message re. Mr. W. Riddell's election as Chairman of the Governing Body is published in the Hindu and the Hindustan Times dated 25-10-1935, the Leader, the Amrita Bazar Patrika and the Times of India dated 26-10-1935 and the Statesman dated 27-10-1935 (vide Encls. 3 to 8 of H.4/1883/35 dated 31-10-1935).

* * *
 The Printed Excerpts from the proceedings of a meeting of the Committee of the Indian Mining Association, Calcutta, held on 18-9-35 publishes a note on the Preparatory Maritime Conference. The note publishes the items on the agenda of the Conference and recommends Mr. R.R. Hadow of Messrs. Mackinnon Mackenzie & Co. for nomination as the Indian Employers' delegate to the Conference.

* * *
 The issues of the Indian Labour Journal, Nagpur, dated 13 & 20-10-1935 publish an article on Sickness Insurance, contributed by Mr. A.R. Gokhale. In the course of the article ~~is~~ a summary of the provisions of the I.L.D. Draft Convention and Recommendation re. Sickness Insurance (in industries etc.) and ^{a review} of the Indian (Provincial and Central) Governments' attitude towards them, is given. The opinion is expressed that there are no insuperable difficulties in India in the way of the introduction of schemes of sickness insurance and a strong plea is made for starting such schemes at an early date.

* * *
 The September 1935 issue of the Insurance and Finance Review, Calcutta, publishes a long article under the caption: "Unemployed not Identical with Jobless" contributed by Prof. Benoy Sarkar. Prof. Sarkar, in the course of the article, gives statistics of unemployed ^{the}

in different countries, taken mainly from the International Labour Review.

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The October 1935 issue of "India and the World", Calcutta, publishes an appreciative review of the I.L.O. publication: Social Aspects of Industrial Labour in Japan.

* * *

The Hindu dated 1-10-1935^{and} the Leader and the Times of India dated 3-10-1935, publish a review of the League of Nations Publication: "National Public Works" Vol.II. In the course of the review several references are made to the great interest taken by the I.L.O. in the subject.

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In a The Tamil Pamphlet under the caption "Why should Labour be debarred from Enjoyment?" *issued by Mr. G. Siva Svarany of the Senanikals of the Society,* a paragraph deals with the ideals and objects of the I.L.O. and how the institution exerts its beneficent influence for the uplift of labour.

* * *

Reproduction from the I.L.O. News Bulletin: the Planters' Chronicle Madras, dated 19-10-1935 (vide Encl.No.7 of H.4/1856/35 dated 24-10-35).

* * *

The October 1935 issue of the Bulletin of the National Council of Women in India publishes the presidential address of Miss Chrystal Macmillan at the 4th Conference of the "Open Door International" held at Copenhagen on 19-8-1935. In the course of the address, a vigorous attack is launched against the I.L.O. policy of passing Draft Conventions and Recommendations specially affecting women.

* * *

The September 1935 issue of the "Indian Post", Delhi, publishes the Presidential address of Mr. N.C.Sen Gupta at the Bihar and Orissa Provincial Postal and R.M.S.Conference held at Chapra recently. In the course of his address, Mr. Sen Gupta referred to the resolution re. wage-fixing machinery sponsored by Mr. V.M.Ramaswami Mudaliar at the 19th I.L.Conference and quoted the text of the Resolution.

* * *

During the September 1935 session of the Legislative Assembly and the Council of State, several interpellations were put in the two Houses regarding India's membership of the League Organisations. The questions chiefly referred to: (1) India's annual contribution to the League and (2) the number of Indians on the staff of the League Secretariats. They expressed dissatisfaction at the amount of India's contribution to the League Funds, which is felt to be high and considered that India is poorly represented on the staff of the League Secretariats. The references are given below:-

Legislative Assembly Debates-	Vol.V of 1935.	page	311-315.
"	"	"	" 399
"	"	"	" 523-524
"	"	"	" 1029-1031
"	"	"	1777 1777-1780
Council of State Debates	- Vol.II of 1935.	Page	91-94
"	"	"	" 95

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The following statement gives the list of Indian newspapers and periodicals which have published notes from the I.L.O. News Bulletin or commented on them (The list is compiled only from newspapers and periodicals received in this Office. In addition to these, copies of the News Bulletin are sent to over 140 addresses):-

The Planters' Chronicle, Madras, dated 19-10-1935 reproduces item: "National Standards of Nutrition" included in the I.L.O. News Bulletin No.7 (July 1935).

* * *

The following messages having reference to the I.L.O. and emanating from Reuter or other European news agencies and press correspondents were published in the Indian Press during October 1935:-

1. A Reuter's message dated 24-10-1935 from Geneva re. the election of Mr. Walter Riddell as Chairman of the Governing Body of the I.L.O. +

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Ratifications.

Convention re. Employment of Women During Night:

Council of State Recommends Ratification. +

Reference was made at page 9 of our September 1935 report to the resolution adopted by the Legislative Assembly on 2-9-1935 recommending the ratification of the revised Draft Convention re. employment of women during night. A similar resolution was introduced in the Council of State on 26-9-1935 by the Hon. Mr. D. G. Mitchell (Industries and Labour Member), and was adopted by the House on the same day/ without any debate. A Bill to ~~the~~ make the necessary changes in the Indian Factories Act, 1934, to implement the resolution was, in addition, considered and passed by the House.

(Pages 384-385 of the Council of State
Debates of 26.9.1935: Vol. II of 1935).

National Labour Legislation.

Factories (Amendment) Act, 1935. ✓ +

Reference was made at page 10 of our September 1935 report to the introduction in the Legislative Assembly of a Bill to amend the Indian Factories Act, 1934, with a view to implement the I.L.O. Draft Convention re. employment of women during night. The Bill was passed by the Legislative Assembly on /8 -9-1935 and the Act received the Assent of the Governor-General on 30-9-1935. The text of the Act is published at page 22 of Part IV of the Gazette of India dated 5-10-1935. The Bill was passed by the Council of State on 26th September 1935. +

Government of India Notification re.

Exemptions from Indian Mines Act, 1923. +

Attention is directed to pages 1211-1221 of Part I of the Gazette of India dated 5-10-1935 where the Department of Industries and Labour of the Government of India has published a Notification (No.M.1051 dated 1-10-1935) relating to the exemptions, under certain conditions, ~~are~~ granted to certain mines, groups of mines and classes of persons from the purview of certain sections of the Indian Mines Act, 1923. +

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The Mysore Workmen's Compensation (Amendment) Bill, 1935.

In order to incorporate in the Mysore Workmen's Compensation Regulation some of the changes made recently in the Workmen's Compensation Act in British India consequent on the recommendations of the Royal Commission on Labour in India, the Mysore Government have introduced a Bill which was taken into consideration by the State Representative Assembly on 9-10-1935. The Statement of Objects and Reasons appended to the Bill and quoted below, explains the more important changes proposed to be introduced:

The definition of the term "dependent" has been so recast as to divide them into two categories, placing in the first, those who are practically in all cases actually dependent, and in the second, those who may or may not be in that position. Certain additions have been made to the second category by the inclusion of illegitimate children and a widowed daughter-in-law.

The reference to manual labour in Section 2(1) (1) has been omitted as there are no manual labourers in Mysore in receipt of more than Rs.300 per mensem. The waiting period of ten days specified in proviso A of sub-section (1) to Section 3 of the Regulation is proposed to be reduced to seven days.

Under the existing exemption in provision (b) of Section 3(1) of the Regulation, the employer is not liable to pay compensation when the accident is due to specific misconduct on the part of the workman. It is now proposed to amend the Section so as to make the exception inapplicable in the case of fatal accidents, as it is extremely difficult for the dependents to rebut evidence that the accident was caused by the misconduct of the deceased, especially where the employer's defence is that the workman disobeyed a 'safety' rule.

The provision in Section 3(4) of the Regulation limits the liability of the employer to pay compensation in the case of non-scheduled diseases to those solely and directly attributable to the specific injury. As this is unduly stringent and diseases rarely if ever can be regarded as due solely to any one cause, the words ~~and~~ 'solely and' are proposed to be omitted in the above sub-section.

An important change proposed to be made is the revision of the scale of compensation payable as in schedule IV of the Regulation and the method of calculating the wages. The effect of these amendments is to enhance the compensation payable for death and for permanent disablement in the case of the more poorly paid workmen and those who are in receipt of higher wages. Compensation for temporary disablement would also be enhanced for most workmen. In place of 14 wage class as at present 17 have been substituted. The compensation payable in respect of a permanent total disablement of

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a minor is proposed to be fixed at Rs. 1,200. Both the minimum and the maximum amounts of compensation for permanent total disablement have been raised, as also the maximum half-monthly payment on account of temporary disablement. In the Regulation as it stands, compensation is expressed in terms of monthly wages in most cases in Section 4. It is now proposed to make certain drafting changes in Section 4(1) so that the fiction of "assumed wages" will disappear, and the actual amount of compensation payable can be arrived at in most cases by a reference to the revised schedule IV read with the instructions for the calculation of the wages in Section 5.

As it has been found that the limit of Rs.50 fixed in Section 8 of the Regulation for payment towards funeral expenses is unnecessarily high and the payment of such amounts has led to abuses, it is proposed to reduce it to Rs. 25.

Under the present Regulation a dependent who ~~is~~ finds that no compensation has been deposited on account of the death of a workman has first to approach the employer. It is now laid down that no payment can be made by an employer in respect of fatal accidents or to a woman or a person under legal disability, except by deposit with the Commissioner.

A provision has been added under Section 8 for the recovery of amounts of compensation obtained by fraud, false impersonation or other improper means.

The requirements of the existing Section 10 of the Regulation as regards notice are found to be too stringent. There are a number of cases in which no notice is necessary and the want of a notice should not be a bar to further proceedings in cases where the employer is proved to have had the knowledge of the accident. A further proviso to this effect has been added after sub-section (1) in Section 10.

The Commissioner has been empowered to require from employers statements regarding fatal accidents, and power is taken for reports of fatal accidents being made to the Commissioner promptly.

With a view to remedying a defect in the law as it now stands, it has been now provided that a contractor may recover from a sub-contractor ~~may~~ or any other person from whom the workmen could have recovered the compensation, the amounts advanced by such contractors on behalf of the sub-contractor.

Under the existing Regulation no penalties have been provided for failure to submit returns under Section 15. A new Section has been inserted as Section 17 A, to remedy this defect.

The present Regulation provides for the appointment of only one Commissioner for an area; it is now proposed to take power for the appointment of more than one Commissioner having jurisdiction over the same area and to regulate the work between them.

It is proposed to empower the Commissioner to call for a further deposit from the employer in the case of fatal accidents when the sum already deposited by the employer is found to be insufficient.

It is doubtful if under the present Regulation the Commissioner can without statutory authority, withhold payment of compensation, pending the result of an appeal to the High Court. It is now proposed to give him this power.

(The Hindu, 11-10-1935.)

It is understood that the Assembly has accepted the general principles of the Bill ^{and that it} ~~which~~ will be placed before the State Legislative Council in December next.

(The Statesman, 17-10-1935).

(A copy of the Amendment Regulation will be forwarded to Geneva when the Bill has been passed by the Legislative Council.)

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Conditions of Labour.

Revised Leave Rules for Government Press Employees:

Rules Published. +

The Finance Department, Government of India, has published a notification (No.F.7(55)-R.I/35 dated 3-10-1935) at pages 1152-1154 of part I of the Gazette of India dated 5-10-1935 setting forth the Revised Leave Rules for Government Press employees. These rules apply (with retrospective effect from the commencement of service counting for leave) to press employees whose service is classified as superior. For the purposes of these rules, employees are divided into (a) permanent salaried industrial employees (these rules do not apply to employees above the grade of overseer) and (b) permanent piece-workers in the Government of India presses. The following is a summary of the rules:-

Permanent Salaried Employees.- (1) Privilege leave may be granted at the rate of 1/11th of the period spent on duty. Leave cannot be accumulated for more than 90 days. Duty rendered prior to confirmation will count for leave.

(2) To privilege leave may be added leave on medical certificate up to three months in the first instance and extension for a further period of three months in the second instance on the production of a fresh medical certificate. The total amount of leave on medical certificate admissible to an employee during his entire period of service shall not exceed twelve months.

(3) Extra-ordinary leave may be granted when no other leave is admissible or when admissible, the employee asks specifically for it

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no salary will be paid when an employee is on extra-ordinary leave.

(4) Discretion is reserved to the authority to grant, refuse or revoke leave, according to the exigencies of public service.

(5) Injury leave at half pay rates may be granted to employees who are injured in circumstances which would give rise to claims for compensation in the case of a workman as defined by the Workmen's Compensation Act. Such leave may be granted to a limit of two years for any one disability and 5 years during an employee's total service. Leave salary payable under this rule will be reduced by the amount of compensation paid, if any, under the Workmen's Compensation Act.

Rules re. Permanent Piece workers. - (1) Leave on full pay will be granted to piece-workers according to the length of their service: 16 days in each year when the length of service is less than 10 years, 23 days each year when length of service is between 10 and 15 years and 31 days each year when the length of service is above 15 years. Such leave will be non-cumulative.

(2) Leave on medical certificate on half pay may be granted for three months in the first instance when no leave on full pay is admissible and for a further period of three months on production of a fresh medical certificate. Total amount of leave on medical certificate during an employee's entire period of service shall not exceed 12 months.

(3) Extra-ordinary leave without salary may be granted when no other leave is admissible or when the employee specifically asks for it.

(4) Injury leave on half pay rates may be granted on same conditions as in the case of permanent salaried employees.

(5) Leave under these rules cannot be claimed as a matter of right.

(Summarised from pages 1152-1154 of Part I of Gazette of India dated 5-10-1935) +

Working of the Workmen's Compensation Act
in the Punjab, 1934.* ✓

Number of Accidents.- According to the Annual Report on the working of the Workmen's Compensation Act in the Punjab for 1934, there were 492 accidents coming within the purview of the Act in 1934 as compared with 460 during 1933. Of these 492 accidents, 18 were fatal, (10 in 1933), 24 ended in permanent disablement (36 in 1933) and 450 in temporary disablement (414 in 1933).

Amount of Compensation Paid.- Compensation was paid during the year in respect of 84% of the cases as against 89 during 1933. In the 18 fatal accidents, the victim in one was the proprietor of the factory and in another the deceased was not employed on his legitimate work at the time of the accident. Of the remaining 16 cases, 10 were disposed of during the year, 4 were pending settlement at the close of the year and in 2 no compensation was claimed. During the year three cases ^{of death} outstanding from 1932 were settled and compensation paid. The total amount of compensation paid in respect of 13 fatal accidents (including the 3 outstanding since 1932) was Rs. 9055 in 1934. The average amount of compensation paid per fatal accident decreased from Rs. 724 in 1933 to Rs. 696 in 1934. An amount of Rs. 9,018 was paid in respect of 38 cases of permanent disablement (including 22 cases outstanding since 1931) and an amount of Rs. 5,812 was paid in respect of 417 cases of temporary disablement (including 28 cases outstanding from 1933). The Commissioner records

that although there is still room for improvement, the position as Annual Report on the Working of the Workmen's Compensation Act in the Punjab for the year 1934. - Lahore: Printed by the Supdt., Government Printing, Punjab, 1935. - Price - Rs. 2-4-0 or 3s. 5d. - pp. 245-xviii.

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regards payment of compensation for the year is satisfactory on the whole.

Cases under Indian Mines Act.- The number of cases under the Indian Mines Act to which the Workmen's Compensation Act is applicable, increased from 27 to 34. Of these, 11 resulted in death, 3 in permanent disablement and 20 in temporary disablement.

(The Working of the Workmen's Compensation Act in the Punjab during 1935 was reviewed at pages 35-36 of our September 1934 report).
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Bombay Shops Bill:

Views of Indian Merchants Chamber, Bombay. +

Reference was made at pages 17-19 of our October 1934 report to the introduction of the Bombay Shops Bill in the Bombay Legislative Council on 11-9-1934 by Mr. R.R. Bakhale. The following is a summary of the views expressed by the Indian Merchants' Chamber, Bombay, on the Bill:

Chamber in Sympathy with Measure.- The Committee of the Chamber is in sympathy with the primary object of the Bill, namely, the prohibition of the employment of children in shops and supports the prescription of 12 years as the minimum age for such employment. At the same time, they stress of the plight to which thousands of children earning their livelihood and supplementing their family budgets would be reduced by such a general prohibition, if simultaneously some measure is not taken to give economic relief to such children. The Committee feels that this aspect of the matter has

also to be considered.

Limiting Hours of Work.- The second object of the Bill, namely, limiting the hours of work of young persons in shops cannot be accomplished as such, unless Government restrict the number of hours during which shops may be kept open. If the shops are allowed to be kept open longer, then attendance records will be unreliable and no machinery of inspection will be adequate to put the matter right. On the other hand, if a provision is made that retail shops should be closed at a particular time, allowing for such exceptions as eating houses, chemists and other essential services, then 'ipso facto' and without any additional provision of law, hours of work are restricted. For the excepted services such as restaurants, chemists, etc., working hours for their assistants and employees may be prescribed and their work will be carried on by shifts. The Committee considers this to be the most feasible method of limiting the hours of work of persons working in shops.

Other Provisions of the Bill.- The Committee states that it is not in a position to support, at this stage, the other provisions of the Bill which require registers to be kept, the number of hours of an individual employee to be limited, holidays to be announced, inspections to take place and various other measures on the analogy of the Factories Act. These measures, if introduced, would entail great hardship on small shop-keepers, whose number of employees is exceedingly limited and whose equipment is very small. †

(The Hindustan Times, 22-10-1935).

17

Wages and Minimum Age for Employment in
in Railways: Railway Board's Order.

In regard to the recommendation of the Royal Commission that public works contracts should stipulate the wages to be paid and a minimum age for employment, the Railway Board have informed all the Agents that the following procedure of the Government of India (Department of Industries and Labour) is desired to be followed:

1. That all future contracts for works in charge of the Central Government should stipulate that no labourer below the age of 12 years shall be employed and that the contractor shall pay his labourers not less than the wages paid for similar work in the neighbourhood; and,

2. That, in all cases where a large amount of labour is to be employed, the public health and medical authorities should invariably be consulted in regard to housing and sanitary arrangements and medical facilities for the labourers, and that these authorities should from time to time, inspect these arrangements, and report to Government any cases in which the officer in charge of the work finds himself unable to accept any important suggestions made by them.

The expression "large amount of labour" used above is intended to cover instances where a large number of work-people will be assembled in a particular place for a considerable space of time.

(The Union Herald, Bombay, 1-11-1935),

Sickness Insurance in India: Views of Ahmedabad

Textile Labour Association. +

At pages 12-14 of our May 1935 report were given the salient features of the proposals of the Government of India to introduce schemes of sickness insurance in India. The following is a summary of the views expressed by the Ahmedabad Textile Labour Association in the course of a memorandum on the subject submitted to the Government of India.

Necessity for Sickness Insurance.- Stressing the imperative necessity for granting sickness insurance benefits, the Association says:

"Of all contingencies in the life of a worker, the occurrence of sickness is the most terrible and it is difficult to exaggerate the importance and the beneficent effect of a measure for making relief available during the period of sickness. It is not necessary to labour the point, however, as the need of relief during sickness is recognised on grounds of humanity and welfare as well as on the ground of industrial efficiency and national economy. The matter for decision at this moment is what is feasible in the circumstances obtaining in India and how a beginning should be made. So pressing is the need that a comprehensive scheme of Sickness Insurance for all workers will have to be built up, despite the formidable difficulties in its way of which the existence cannot be denied."

Experimental Schemes and Statistical Enquiry.- The Association expresses the opinion that experimental schemes should be set up without further delay; in fact, such a course should have been taken by the Government soon after the Whitley Commission reported in favour of such a step. If experimental schemes had been started then, the Government would now have been in a position to inaugurate a permanent scheme. The starting of experimental schemes would not in any way conflict with the Whitley Commission's recommendation regarding a statistical enquiry which should also be started immediately. These schemes need not be very small. Such establishments

in protected industries and even other industries as are today in a comparatively strong position and can afford the burden of such schemes should be made to participate in the experiment. The Government of India's objection against the statistical enquiry on the score of practical difficulties, the Association states, is one which can be got over.

Practical Difficulties not Insurmountable.- The Royal Commission on Labour had pointed out three main difficulties in the way of introducing a successful sickness insurance system in India, namely, the difficulty of following the workers to their villages, of arranging for proper medical treatment there and of providing for medical certification. The view is expressed that the removal of these difficulties is in itself ^{an} ~~the~~ object for which the resources of the Government should be made available in the interests of the workers.

(The Hindustan Times, 30-10-1935). +

Holidays with Pay: Views of Bengal Chamber of Commerce. +

The following is a summary of the views expressed by the Bengal Chamber of Commerce, Calcutta, in the course of a letter addressed to the Government of Bengal on the question of Holidays with Pay, regarding which the Government of India is conducting an enquiry to elicit public opinion.

The Chamber Committee, in its letter to the Government, makes a detailed examination of the question from the standpoint of Indian industrial conditions generally as they exist today, and also from the point of view of the principal industries represented by the

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Chamber, namely the jute mill, paper mill, flour mill, tea, mining and engineering industries. Generally, the view expressed by the Chamber and by these interests was that legislation for the provision of holidays with pay is neither practicable nor ~~is~~ desirable at the present stage of India's industrial and economic development and that it must be left to individual employers in India to decide how far it is possible for them under existing conditions to grant holidays with pay to their labour. The Chamber has strongly recommended that the attitude of the Government of India towards any convention that may be proposed by the International Labour Conference in this connection ~~that~~ should be that India is unable to ratify it; and that when the matter comes up for second and final discussion at the 1936 conference the insuperable difficulties in the way of the adoption of the convention by India should be stressed.

(Abstract of Proceedings of the Bengal
Chamber of Commerce for August 1935).+

Conditions of Labour in the Coir Yarn Industry
in Travancore: Mr. M. A. Almis' Report. +

In July 1934 the Government of Ceylon, in order to improve the coir yarn industry of the Island, deputed Mr. M.A. Almis of the Ministry of Labour, Industry and Commerce, Government of Ceylon, to study the coir yarn industry in Travancore State. Mr. Almis has recently submitted to the Government of Ceylon his report. Below is given a summary of those portions of the report which are likely to be of interest to Geneva.

General Remarks.- The Malabar Coast is famous for its coconut palms. The tree affords abundant scope for the mainstay of

the people. Every part of the coconut tree is in some form or other useful to man. But it is the husk of the coconut which is the basic material used in one of the biggest industries in Travancore, namely, making of coir yarn, mats and matting. Labour in the State is supposed to be the cheapest in the world. The opening of factories, of which there is quite a large number today, dates back only a couple of decades, although there have been spasmodic enterprises now and then; but they died out at an early stage for want of steadiness and lack of outlets for the manufactured products. Now indigenous enterprise competes successfully both inside as well as in oversea markets. A decade back, there was a boom in the trade, and several factories had sprung up organised both as joint stock companies and as individual concerns of good standing. But with the present slump in trade and unhealthy competition, several enterprises had perforce to go to the wall and factories were closed down. Another observation about mats and matting industry is that at one time the coir products were possible to be produced only in well equipped factories. Now the industry has become very widely distributed and has become a cottage industry, a fact which is also true of the manufacture of mats, now in the hands of the labourers. The matting industry, however, still persists as a factory industry because of the fact that the processes of the manufacture of matting are somewhat involved and expert handling is necessary.

Labour Force engaged in the Industry.- The number of workers ^{in Travancore} recorded as depending on this industry as their principal occupation and working dependants at the Census of 1931 was 112,799. Besides these 13,628 persons who follow some other principal occupation have

returned coir yarn industry as their subsidiary occupation, so that the total number of persons engaged in the industry, either as full-time or part-time workers, was 126,427. In 1921 the number was 102,634 and the increase during the decade has therefore been 23 per cent. Of the total number, 7,245, or a little below 6 per cent were workers in factories and the remaining 119,182 (94 per cent) were carrying on the industry in their own homes. It is interesting to note that more than two-thirds of the workers were females, the ratio being 2,079 females to 1,000 males among earners and working dependants together. Among full-time earners there were only 1,339 females per 1,000 males, but among the working dependants, i.e., those who regularly assist the earners without themselves earning wages the ratio of females to males was as much as 4,811 to 1,000. Preparation of the coconut fibre and the spinning of coir yarn were carried on mainly as cottage industries. Very often men, ~~many~~ women, and grown-up children in a household are engaged in these works during their leisure hours. The weaving of mats and matting out of coir yarn prepared by cottage workers is done largely in factories and here more men than women are engaged.

The importance of the coir yarn industry to Travancore can be gauged from the fact that out of 351,076 industrial workers in the State, 126,427 or 36 per cent were employed in this industry alone and that out of the total export trade of Rs. 112.5 millions in 1930 the value of the products of the coir yarn industry exported from Travancore amounted to more than Rs. 20 millions.

Statistics of Workers in Coir Factories.- The number of persons employed in organised industries in the State was 103,490.

Of these, 7,132 persons or 6.9 per cent of the total number were employed in the manufacture of coir mat and mattings. This industry is second only to agriculture which employed 62,452 persons or 60.3 per cent of the total number. Coir factories in Travancore have made good progress during the last two decades. In 1911 there were only 1,983 workers. In 1921 the number rose to 5,101 and in 1931 to 7,132. Coir factories have 1,092 female operatives giving one female worker for every five male workers. In the coir factories there were 361 children as compared with 6,301 adults or one child per seventeen adults.

Economic Conditions.— The industry has been hard hit by the present economic depression. Coir yarn prices have slumped heavily. In 1925 the price went up to a maximum of Rs. 122 per candy, but in 1931 it ~~na~~ dropped to as low as Rs.40. In spite of this heavy fall the industry is struggling on, and with the return of normal conditions it is bound to develop and provide employment for a larger number of persons than at present. According to official estimate, the area under coconut cultivation in Travancore in 1931-32 was 664,900 acres. This is an under rather than an over-estimate, as cultivation, in Travancore is not on a plantation scale; in addition to some estates the palm is grown in every back garden.

Wages in Factories.— The average wages for labourers working in coir mat and matting factories in 1931 were as follow: men -12 annas per day, women - 7 annas, boys - 6 annas and girls 5½ annas.

Working Cost of different Processes.— Plantations.—Plucking— The plucking of coconuts in Travancore is done once in forty-five days, when the age of the coconut is about ten months. In Ceylon plucking is generally done once in two months, when the age of the coconut is about one year. It must be noted that in Travancore the main by-product of the coconut is the coir yarn, whereas in Ceylon it is copra. The cost of labour for plucking 100 coconut trees in

Travancore is Re. 1-4-0 but in Ceylon the cost of labour for plucking 100 coconut trees is Rs. 2 to Rs. 3.

Husking.- Immediately after plucking, the husking takes place and the coconuts are peeled into three or four pieces. A man can generally deal with 1,000 to 1,500 nuts a day working eight hours. The cost of labour for peeling 1,000 nuts is Re.1 to Re.1-8-0. The husks are gathered from various places and brought to the soaking places in canoes, and husks of a thousand coconuts on being taken to such spots, according to to-day's depressed state, cost about Rs.6 to Rs. 8, but in Ceylon the expense for same is about Rs. 2 to Rs. 3.

Soaking, Beating and willowing.- The price of soaked husks of 1,000 coconuts which are equal to 4,000 pieces is about Rs. 10 to Rs. 12, whereas the price of the same quantity in Ceylon is Rs. 5 to Rs. 8.

Beating of husks is generally done by women. A woman can beat about 400 to 500 husks in one day and the labour cost for beating 1,000 husks is Re. 1 to Rs. 2. A woman in Ceylon can also beat the same amount of husks in a day, but the labour charges are Re. 1.50 to Rs. 2.

The cost of making a willowing machine is Rs. 50 to Rs. 100. In Ceylon this process is done by hand. If it is done by machines it will save much time and labour.

The Officer has made, after an exhaustive study of the details regarding various processes, many recommendations to improve the quality of coir yarn and other products in Ceylon. His recommendations include the following:

(a) Technical Instruction to Villagers.- Technical instruction should be organised in Ceylon to educate the villager in the latest and modern methods of manufacture of coir mats, matting and other finished coir goods.

(b) Credit Facilities.- The organisation of co-operative societies to extend easy credit facilities and the improvement of marketing facilities are very essential.

(The Commercial Review, Alleppey, September 1935). +

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Conditions of Labour in Assam Tea Gardens, 1934. +

Number of Tea Estates and Area under Cultivation.- According to the Report on Tea Culture in Assam during 1934, issued by the Government of Assam, the number of tea gardens in Assam at the close of 1934 was 1,046 against 999 of the previous year. Of these 336 were owned by Indians. The total area under tea during the year increased from 430,417 acres (revised) of the previous year to 431,782 acres, new extensions being 11,108 acres and abandonments 9,743. There was an increase in area in all the districts except in Nowgong. The area plucked increased from 406,163 acres to 408,860 acres and represent 94.7 per cent of the total area under tea against 94.4 per cent of the previous year. The area owned by Indians was 53,492 acres. The total area of land comprised within the tea estates in Assam was 1,641,056 acres against 1,656,022 in the preceding year, of which 26 per cent was actually under tea. The area in the occupation of Indian planters was 232,806 acres.

Labour Conditions.- The daily average number of labourers employed in tea gardens during the year was 540,413 against 517,167 the permanent garden labour being 475,210, permanent outside labour 28,023 and temporary outside labour 33,180 against 460,034, 26,216 and 30,917 respectively, in the previous year. This increase is attributed to the generally fair price prevailing in the market due to the restriction scheme and the larger areas under tea. It is observed that in spite of the restriction scheme the prices obtained were not as good as those of last year, except in a few districts, although they are better than those of 1933.

(Page 1317 of Part II of the Assam
Gazette dated 16-10-1935) +

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Minimum Wages for Spinners:

Resolution adopted by All India Spinners' Association.

At a meeting of the Council of the All India Spinners' Association held at Wardha from 11-to 13-10-1935 under the presidentship of Mahatma Gandhi, the following resolution prescribing suitable standards of minimum wages for spinners was adopted:-

"This Council is of opinion that the wages now paid for spinning are inadequate and therefore resolves that they be raised and a suitable standard be fixed so that spinners may at least receive a minimum wage calculated on the basis of eight hours' efficient work, sufficient at least to procure clothing (20 square yards per year) and maintenance in accordance with a scientifically prescribed scale of minimum food requirements. All concerned should try, as circumstances permit, for a progressive rise in the wages scale, so as to reach a standard enabling each spinning family to be properly maintained out of the earnings of its working members.

In order to guide the A.I.S.A. workers in the execution of the principle underlying the foregoing proposition, the following should be regarded by all branches and bodies working in affiliation to or in any other way, under the Association, as the settled policy of the Association until it is altered in the light of further experience by the Council. The mission of the Association is to make every home in India self-sufficing through khadi with ~~af~~ reference to its clothing requirements and to promote the welfare of spinners who are the least paid among khadi artisans and all others engaged in the different cotton processes beginning with growing ~~of~~ cotton and ending with the weaving of khadi."

(The Hindustan Times, 22-10-1935) +

Growth of Population in India.

Statistics of Population.- According to the Annual Report of the Public Health Commissioner with the Government of India for the year 1933, (Vol. I pages 284-288), the estimated population of British India increased from 268,896,023 on 30-6-1932 to 272,613,830 on 30-6-1933, thereby showing an increase in 1933 of 1.4 per cent over the 1932 figures. These figures, it is to be noted are to be taken as only approximately accurate; the effect of migration has not been taken into account whilst defective registration introduces another factor impossible to evaluate.

Emigration and Immigration Figures.- Since 1931, emigration to Malaya from Madras has been declining and in 1933 the total number of emigrants to the colony was only 38; those emigrating to Ceylon decreased to 32,898. Immigrants from the above colonies numbered 51,775 exclusive of those who returned at their own expense. Immigration to Burma by sea numbered 243,365 and emigrants from the same province totalled 252,203. In addition, large numbers of agricultural labourers went to Arakan from Bengal by the overland route. Those immigrating to Assam numbered 41,037. During 1933, therefore migration resulted in some considerable addition to the population of India.

Growth of Population in India as an Economic Problem. -The problem of progressively large annual additions to the population of this country, in relation to food supplies and employment, has been recently receiving considerable attention both in the press and in the Legislative Assembly. In this connection, Dr. K.C.K.E.Raja,

Assistant Professor of Vital Statistics and Epidemiology in the All India Institute of Hygiene and Public Health, Calcutta, recently published a paper on "Probable Trend of Population Growth in India" a summary of which is given below. In this paper the author takes as his text a statement made by Dr. Enid Charles, in a recently published volume entitled "The Twilight of Parenthood", to the effect that "the population of China is believed to have been practically stationary for a long time. That of India is probably slowly increasing." The last sentence is so contrary to considered opinion in India that it immediately invited challenge and Dr. Raja made a detailed examination of all available data in order to determine, if possible, the actual position in this country and to demonstrate the probable future trend of growth.

Percentage Increase of Population in India.— Unfortunately the vital statistics of India are not sufficiently complete or detailed to permit of the use of the two valuable statistical indices applicable to western countries, but Dr. Raja has collected such evidence as exists and ~~has~~ has utilised every available figure in his attempt to throw light on a difficult problem. His first table sets out the percentage increase of population in India for successive censuses from 1881 to 1931. Necessary corrections having been made for the inclusion of additional territories and for progressive improvements of methods of calculation, the percentages given in the table are strictly comparable.

<u>Period.</u>		<u>Percentage of increase.</u>
1881-1891	....	9.6
1891-1901	....	1.4
1901-1911	....	6.4
1911-1921	.....	1.2
1921-1931	....	10.6

The largest growth took place between 1921 and 1931. In the period 1891-1901 and 1911-1921 the rates of growth were very small. During the former, a severe famine affecting large tracts of India occurred between 1899 and 1901 and must have been a contributory factor as was the outbreak of plague in the latter half of the decennium. As regards 1911-1921, the low rate of increase is to be attributed to the pandemic of influenza which probably destroyed about 14 million persons in 1918 and 1919. The Census Commissioner in his 1931 report has expressed the opinion that the normal ~~rate~~

percentage increase in India may be taken as about 10 per cent but, it may be added, this rate has been exceeded in each of the last three years.

Probable Trend of its Growth.— But, as Dr. Enid Charles has pointed out, the population question has to be discussed not only from the standpoint of the actual rate of increase of the present time but from that of the probable trend of its growth, as judged by the age composition of the female population at the reproductive ages, the specific fertility at these ages and the rate of survival of the girls born. The next part of Dr. Raja's paper discusses these points. The following table taken from this report, shows the birth rates, death rates and annual increases of population from 1901-1933. These figures indicate that since the beginning of the present century annual additions to the population have steadily increased mainly because the high birth rate has remained more or less stationary whilst the general mortality rate has progressively diminished.

Years.	Birth rate per mille.	Death rate per mille.	Annual excess of births over deaths.
1901-1910	38	34	933,623
1911-1920	37	34	667,654
1921-1930	35	26	1,995,301
1930	36	27	2,207,265
1931	35	25	2,520,791
1932	34	22	3,248,840
1933	36	22	3,582,089

Age Composition of Female Population.— But the age composition of the female population must always be an important determining factor in regard to population growth. The following table which gives Indian figures for the child-bearing age periods at the past five censuses, it is obvious that the 1931 census figures are the most favourable for enhanced growth.

Proportion of women at each age-group per 10,000 females for successive censuses.

Ages	1931	1921	1911	1901.
All ages ..	10,000	10,000	10,000	10,000
15-19 ..	938	815	826	835
20-24 ..	985	881	930	892
25-29 ..	868	886	909	895
30-34 ..	756	833	835	851
35-39 ..	595	565	556	557
40-44 ..	505	621	631	652
45-49 ..	389	348	338	339

Percentages of Married Women.- The relevant figures showing percentages of married women at these age periods, set out in the following table show that the numbers of women in various reproductive age groups were more favourable to growth of population in 1931 than at any of the previous census periods. This is evident because fertility rates of the earlier age groups are always definitely higher than those of the later age groups.

Proportion of married women at different age periods per thousand women at the same ages.

Ages.	1931	1921	1911	1901
15-20	818	771	833	777
20-25	886	877		876
25-30	869	863		859
30-35	824	797	401	793
35-40	703	727		722
40-45	627	599	40 & Over	584
45-50	473	527		

A further statement giving expected number of births for the age distributions shown in the last two tables confirms the deduction that the 1931 census of female population is more favourably constituted for growth than those of the previous censuses.

Birth Rate in India.- In the next section of the paper, the Ukraine rates quoted by Dr. Charles are applied to the graduated population for each reproductive year of female life from 15-49 and, on this basis and by means of well-recognised statistical methods, the birth rate in India per 1,000 females of reproductive age is estimated to be 161.5 as compared with 155.6 in the Ukraine. It is obvious, however, that "the low rates of 0.2/ and 1.5 per mille for ages 15 and 16 in the Ukraine must be due to the very small percentage of married women at these ages." In India, on the other hand, a large number of marriages take place at these and the immediately succeeding years and the proportion of married women in the age groups 15-34 inclusive is shown to be no less than 80-85 per cent. of the total. Under these circumstances, there can be little doubt that if fertility rates by ages were available in India, the difference between Ukraine and India would have been much greater.

Chance of Survival.- In dealing with population growth, it is necessary to consider not only the rate of production but also the chance of survival of girls born today. Rates of mortality in India are admittedly higher than those in most other countries so that the higher rates of fertility would to some extent be counter-balanced by the lesser chance of survival through the reproductive age period.

By comparing India's experience in regard to survival from census to census since 1901 and by using the life-table figures given in the 1901, 1911 and 1931 census reports, it has been found that the average number of years lived by a woman in the reproductive period is 12.26 in 1901, 12.05 in 1911 and 13.91 in 1931. The 1931 life-table, therefore, gives to each female child a survival age about 1.86 years more than in 1911 and 1.65 years more than in 1901. It may be held that these comparative figures favour an increased expectation of production at the present time.

Mortality Rates.- Recent mortality experience for the age groups 5-9 and 10-14 years shows that the death rates of the age group 10-14 indicate a more definite decline within recent years than the group 5-9, but the downward trend is distinct in both instances.

Conclusions.- From the evidential data analysed in this paper, it seems clear that, utilising the Ukraine rates of fertility, the age distribution of the reproductive female population in India is more favourable than that of the Ukraine which has a gross reproduction rate of 2.49. Comparison of the relevant Indian figures also suggests that the rate of growth is likely to be higher in the present decade than that recorded in previous years. The figures relating to the age group 10-14 point to the same conclusion whilst the large rate of natural increase which occurred between 1921 and 1931 appears unlikely to undergo any great reduction in the immediate future. It seems unnecessary to repeat that external migration cannot materially contribute to reduction of numbers especially when it is remembered that during the past four years the figures for emigration have been almost reduced to vanishing point.

All these considerations have led the author to conclude that, unless there be epidemics or disasters of the dimensions of the influenza pandemic of 1918-19, Dr. Enid Charles' statement that the population of India is "probably slowly increasing" is a serious underestimate of the present trend of events. So far as India is concerned society has not "lost the power to reproduce itself", nor is there any fear that it "must continue to dwindle unless a fundamental readjustment occurs within the human ecological unit". On the contrary, every scrap of evidence points unequivocally to the conclusion that the population of India is increasing at an alarmingly rapid rate. In last year's report the forecast was made that by 1941, when the next census is taken, the population of India would probably reach the figure of 400 millions. Present indications seem to suggest that that estimate was unduly conservative.

(A requisition for two copies of the report has been made).

7th Industries Conference, Delhi, 28 & 29-10-1935. +

The 7th Industries Conference was held at Delhi on 28 and 29 29-10-1935. The main purpose of the Conference was to review the progress of the schemes for the development of the handloom weaving industry and to consider the question of allotments for its development for 1936-37. The Conference was attended by representatives of the Department of Industries and Labour of the Government of India, and by the Ministers and Directors in charge of the Industries Departments of the Provinces and of the more important Indian States. Sir Frank Noyce, Member for Industries and Labour with the Government of India, presided over the Conference.

Presidential Address: Development of Handloom and Sericultural Industries.- In the course of his presidential address, Sir Frank Noyce traced briefly the work which has been done since the holding of the 6th Industries Conference, in July 1934. He referred to the establishment of the Industrial Intelligence Research Bureau, and said that the first session of the Advisory Council of the Bureau was held in July 1935. He next dealt with the progress made by the handloom industry. A sum of Rs. 576,000 was allotted to the Provincial Governments for expenditure on improved schemes for developing the industries during the 17 months from November 1934 to March 1936. With the assistance of these funds various schemes have been started. They are of varied character, for they include training of weavers in improved methods of production, the establishment of sales depots and weavers' co-operative societies for the marketing of handloom products, and the introduction of new patterns, new designs and improved appliances. Most of them have been started so recently

that it is much too early to form any definite conclusions about their prospects of success.

As regards the sericultural industry, he said that the Government have established the Imperial Sericultural Committee which held its first meeting on February 25 last. In accordance with its recommendations, grants amounting to Rs. 93,000 have been allocated to various Provinces to enable them to set up schemes for the benefit of sericulture. The schemes started in Bengal, Assam, Madras, Bihar and Orissa and Burma are designed mainly to increase production of disease-free seed. There are, also schemes for the investigation of questions connected with silkworm disease.

Regulation of Labour Conditions in Unregulated Factories. -

Dealing with the necessity for regulating conditions of labour in unregulated factories, Sir Frank said:

"Among the subjects on the agenda to which I have not already referred, I should like to draw your special attention to the regulation of labour conditions (with particular reference to child labour) in unregulated factories and workshops. The inclusion of this subject in our agenda marks a new departure of some importance which I hope will meet with your approval, in that my Department is seeking your advice on a matter which relates more to Labour than to Industry. I am aware that Labour is not yet the concern of Ministers but it shortly will be. I have little doubt that in many provinces, if not in most, the Minister for Industries will also be the Minister for Labour, and I hope that this Conference, in future years, will be of as much assistance in labour matters as it has been in respect to industry. It is in that hope that I am asking you to give your preliminary consideration to the question of regulating labour conditions in workshops. The subject is one of great importance and complexity, and we shall, I think, be rendering most valuable service, both to the Government of India and the local Governments, if our deliberations result in concrete practicable proposals being placed before the provincial Governments and the public."

The business proceedings of the Conference were held in camera. The following summary of the decisions arrived at by the Conference is prepared from communiques issued by the Government of India on the subject:-

(a) Hand-loom Industry.- The Conference took up the question of the encouragement of the handloom industry. Particulars were given of the inception and working of schemes already sanctioned, and their progress was reviewed. Various methods of allocating the available funds were considered, but the Conference reached the conclusion that the system at present in force by which the grants are allocated on the basis of provincial expenditure and consumption of yarn was more satisfactory than any other put forward and it was agreed that it should be adhered to. Sir Frank Noyce informed the Conference that it would be possible to increase the grants for next year and it was agreed that these grants should be equivalent to the grant for the current year plus 20 per cent. It was estimated that the sums so provided would be equivalent, on the average, to about double the recurring expenditure on the schemes already sanctioned.

The Conference also considered the question of organising exhibitions of handloom machinery and fabrics. It was agreed that the Exhibition to be held at Patna from February 9 to 24, 1936, should receive assistance to enable it to organise competitions for handloom weavers and attract exhibits from other provinces.

(b) Fees in Technical Institutions.- The Conference next considered the question of abolishing the distinction in respect of fees charged in technical institutions from students belonging to the province and those coming from other provinces. The general conclusion reached was that discrimination was undesirable and that Provinces and States should be requested to apply this principle on a reciprocal basis.

(c) Regulation of Child Labour in Factories.- Thereafter the Conference took up the question of the regulation of child labour in workshops. The conditions in the different Provinces and States were passed in review, and the various difficulties were discussed.

(d) Industrial Research.- The Conference also discussed a number of questions relating to industrial research.

(The Statesman, 29 & 30-10-1935).

Social Conditions.

David Sassoon Industrial and Reformatory Institution,

Bombay: Progress during 1934-35.* +

According to the annual report on the working of the David Sassoon Industrial and Reformatory Institution, Matunga, Bombay, there were 358 boys in the Institution at the end of the year under report as compared with 386 in the previous year. The number of admissions during the year was 102 as against 108 in the previous year and the number discharged was 119 as against 97 in the previous year.

Considerable progress is recorded in the technical education of the boys in the Institution. During the year under review, 62 boys were receiving instruction in tailoring, 60 in gardening, 53 in painting and polishing, 52 in cane works, 45 in carpentry, 30 in fitters work, 25 in black-smith's work and 11 in agriculture.

Out of the 119 boys discharged, 19 were taught carpentry, 16 fitters' work, 16 painting and polishing, 15 blacksmith's work, 15 spinning, 12 cane weaving, 11 tailoring, 8 motor-mechanic's work, and 7 gardening. The report shows that the value of things made in the workshops of the Institution during the year amounted to Rs. 10833-9-11 as against Rs. 8,248-4-4 in the previous year.

The amplified agricultural scheme, to which reference was made in the two previous reports, is reported to be working satisfactorily.

(The Progress of the David Sassoon Industrial and Reformatory Institution, Matunga, for the year 1933-34 is reviewed at page 70 of the October 1934 report of this Office).

* Annual Report of the David Sassoon Industrial and Reformatory Institution, Matunga, for the year 1934-35 - Bombay: Supdt., Govt. Printing and Stationery, Price Annas 2 or 3d. - pp.24 +

Silicosis in India.

The following paragraphs appear at page 298-299 of the Annual Report of the Public Health Commissioner with the Government of India, for 1933, Vol.I. (published in October 1935).

In continuation of the note on this subject in last year's report, (vide infra), there is now available a report prepared by the Miners' Phthisis Committee constituted to investigate and collect data in regard to the existence or otherwise of pneumokoniosis, cyanide rash and mercury poisoning in the Kolar Gold Field, and to submit an opinion as to the desirability or otherwise of declaring all or any of the above mentioned diseases as "occupational diseases" under the Workmen's Compensation Regulation.

"The Committee undertook the study of Miners' Phthisis in the first instance, being the most important subject and collected interesting technical data, all of which were submitted through the courtesy of Messrs. John Taylor & Sons, London, to silicosis experts in South Africa for verification and obtaining an expression of their independent opinion. While awaiting the receipt of this report from that country the time extended for the submission of our report was almost drawing to a close. In consequence we submitted an ad interim preliminary report on 29th June 1932, opining that the investigation conducted till then warranted us to conclude the existence of silicosis amongst some of the underground labourers and that further observation and close study was necessary to form a correct opinion regarding the exact proportion in which it exists, and the length of time it takes to develop. D. Stokes, a member of the Committee, reserved his opinion in this report pending the receipt of opinion of the experts from South Africa.

This long expected report has since been received. Dr. L.G. Irwin, M.A., M.D., B.Sc., Pub.H., Chairman, Miners' Phthisis Medical Bureau, South Africa, the author, states inter alia that the pathological and radiographic evidence appears to create a prima facie case that instances of silicosis do occur amongst underground workers in the Kolar Gold Mines. He cautions that the present investigation must be regarded merely as a preliminary enquiry and that more extensive and systematic clinical, radiological and pathological

investigations should be instituted before any legislative action is contemplated. It is needless to state that we are in full agreement with his views. Judging from the low free silica content of the rock dust produced in Kolar Gold Field mines and from a critical study of the radiographs sent, he opines that it may take many years (probably twenty or thereabouts) of underground work to produce detectable cases of silicosis.

It is interesting to quote here from page 23, Report of the Chief Inspector of Mines in Mysore, his opinion regarding the prevalence of this disease here. Inter alia he writes:-

"Owing to the low percentage of free silica present in the dust produced and breathed by the workmen it may take a very long time for the disease to assert itself in a recognisable form. The mines have been in operation for the last 50 years and more intensively during the last 30 years.

I think, the time has arrived when one can expect to find a large number of phthisis cases amongst the long-standing underground workmen"

The evidence of silicosis experts based on technical data supplied to them, the opinion of the Chief Inspector of Mines and Explosives based on close observation during the past 28 years of his intimate connection with the mining industry and our own investigation and close observation of cases of lung disability during the last 3 years, all clearly point to the conclusion that silicosis does exist on Kolar Gold Field, but its extent and the local conditions that go to modify its nature and incidence cannot, however, be appraised without a very special further investigation for which the service of a whole time medical officer of special attainments is necessary. The question therefore of including it as an occupational and therefore ~~Compensatable~~ disease cannot for obvious reasons be considered at this stage of our investigation. In the absence of a regularly constituted agency, similar to the Miners' Phthisis Medical Bureau as in South Africa, it will not be possible to continue to study the incidence and spread of the disease amongst the workmen. If death occurs amongst them due to any lung disability the presence or absence of silicosis could only be proved by an autopsy, for which the sentiment of the workmen is generally opposed unless compelled by law. With a view to

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break this orthodoxy and secure as many bodies as possible for autopsy we would suggest the ~~and~~ desirability of paying compensation to the lawful dependents of any deceased workman, if the autopsy proves that death was due to silicosis. This inducement, it is hoped, will encourage the dependents to freely and willingly offer bodies for autopsy, the result of which would greatly enhance our present knowledge.

.....We have already indicated the absolute necessity for further systematic investigation for the inclusion or otherwise of silicosis as an occupational disease,....."

The following is the paragraph on the subject referred to in the opening sentence extracted above:-

"The Royal Commission in the course of its report commented on the fact that a number of industrial diseases common in other countries seemed ^{to} be unknown or passed unrecognised in India. Silicosis of the lung was one of which no record was to be had but which might be expected to occur, for example, among the workers in the gold mines of Mysore. Dr. W.R.Jones has recently found that the mineral residue obtainable from the silicotic lungs of gold miners includes a proportion of sericite or 'secondary white mica'. Jones' evidence that sericite produces silicosis derives not only from its demonstration in the mineral residue of 29 silicotic lungs but from its distribution in accordance with the frequency of silicosis. It appears that the Mysore Government recently appointed a special committee to investigate the question of the prevalence of silicosis among the miners in the Kolar Gold Fields Area. After a preliminary investigation, the committee unanimously arrived at the conclusion that silicosis does occur among the underground workers. Careful examination of available material by the Miner's Phthisis Medical Bureau, South Africa, has also shown that the pathological and radiographic evidence "appears to create a prima facie case that instances of silicosis do occur among the ~~and~~ underground workers in the Kolar Gold Fields". The committee was, however, of opinion that the incidence of the disease in the Kolar Gold Fields is much smaller, and that it takes a much longer time to develop signs and symptoms, than in South Africa. This is evidently due to the fact that the percentage of free silica contained in Kolar rock is 5 to 20, as compared with the much larger

percentage of 43 to 98 obtaining in South African samples. Further investigation is said to be in progress. This paragraph will perhaps indicate the necessity for a less dogmatic and more scientific attitude in regard to the incidence of industrial diseases among Indian workers, than that adopted by several witnesses who appeared before the Royal Commission on Labour."

(Page 331 of the Annual Report of the Public Health Commissioner with the Government of India for 1932 Vol.I).

Progress of Nutritional Research in India.

In view of the Resolution concerning the nutrition of the workers, adopted by the Nineteenth Session of the International Labour Conference, the following extract from the Annual Report of the Public Health Commissioner with the Government of India, for 1933, (Vol.I pages 302-303), regarding progress of nutritional research in India will be found to be of interest:

Nutritional research continues to occupy an important place in the programme sanctioned by the Indian Research Fund Association and at the laboratories at Coonoor, till recently under the direction of Major-General McCarrison, a whole series of important departments have been developed. As in other fields of research, additional lines of work have been gradually evolved and it is almost impossible to envisage what the future may have to give from these developments. Fortunately for India, the Governing Body of the Indian Research Fund Association has never failed to realise the importance of this branch of medical research and whilst there seems no immediate prospect of establishing an Institute of Nutrition such as already exists in many other countries, the basic requirements for progress have been satisfactorily provided in the Coonoor laboratories. A further desirable extension of the work has recently been sanctioned by the Indian Research Fund Association and plans are now being made for a comprehensive survey of the nutritive values of the common food-stuffs of the different provinces of India. Surveys of this kind have

been carried out during the last 10 years in other countries, including Japan and Philippines and similar work is now in progress in Malaya, China and Ceylon. In this direction there exists a lamentable gap in our knowledge and the need for more accurate knowledge of food values in India scarcely requires re-emphasising. Dr. Aykroyd, who has succeeded Sir Robert McCarrison as Director of the Nutritional Research Laboratories in Coonoor, has noted as follows on this line of research:-

"Knowledge of food values is essential if agricultural policy is to be closely related to dietary requirements. In the U.S.A., for example, future agricultural policy may be founded on the ideal of supplying a 'well balanced diet' to the entire population of the country and, if this ideal is to be fulfilled, no estimate of the changes required in existing agricultural conditions could be made without precise knowledge of food values. Moreover, such knowledge is the essential basis of almost all public health nutrition work and of sound dietary education. Those concerned, also, with the regulation of a diet in institutions, public and private, with teaching and propaganda work, etc., would find their problems simplified by the existence of authoritative tables of nutritive values to which they could turn. There appears to be considerable need in India for exact quantitative dietary surveys, the purpose of which is the correlation of diet with physical development, state of nutrition, the incidence of disease, etc. The collection of systematic knowledge about Indian foodstuffs would stimulate and facilitate surveys of this nature."

In this connection, notice may be taken of the fact that in recent numbers of 'Current Science', more than one writer has stressed the need for the establishment of a Central Nutrition Board for India. On this question, Professor B.C. Guha has made interesting suggestions. He writes:

"It is encouraging to note that some nutritional investigations are being carried on in India in different laboratories. While it is desirable in the interest of science that there should be some individuality about the researches that are being conducted at different centres, the necessity for a co-ordinating central organisation would appear to be paramount. Such an organisation may be entrusted with the task of (1) co-ordinating the nutritional work of different laboratories, (2) suggesting investigations of practical importance in relation to the varying climates, soils, habits, traditions, availability of food-stuffs, etc., in different parts of the country, and, especially, in relation to the purchasing power of different classes of people, and (3) making the results available to the

general public in non-technical language. "This board should work in close-co-operation with the Imperial Council of Agricultural Research and with the chief medical organisations of the country."

The proposal of the Indian Research Fund Association to carry out an investigation into the common food-stuffs of India seems to fit in with one of Professor Guha's suggestions and it may be stated that that proposal was only promulgated after full consultation with the Imperial Council of Agricultural Research. One of the greatest difficulties has always been to 'get across' to the general public the results obtained from research. †

Industrial Hygiene: Mines and Factories, 1933.* †

The chief vital statistical facts relating to British India for 1933 are:

1. Total births numbered 9,678,876 giving a crude birth rate of 35.5 per mille. as compared with 33.7 in 1932.
2. Total deaths numbered 6,096,787 giving a crude death rate of 22.4 per mille. as compared with 21.6 in 1932.
3. Infantile deaths numbered 1,650,973, or 27 per cent of the total mortality, giving an infantile death rate per 1,000 births of 170.5 as compared with 168.7 in 1932.
4. The crude increase in population was 3,582,089 which gives a rate of 13.1 per mille.

Regarding the high rate of infantile mortality, the Public Health Commissioner remarks:

"It seems that, for the present, the factors influencing infantile mortality are comparatively stable and that new and more vigorous preventive measures will have to be planned and put into execution before a further saving of infant life can be expected. No public health officer can look with any degree of equanimity on an annual death roll of nearly 1/4 million infants below one year of age and if, as has been repeatedly stated, the infant mortality rates of a nation provide an accurate estimate of its sanitary conditions, then India has little cause for satisfaction as regards the state of its public health. The further deduction may be made that existing campaigns in the fields of child welfare and maternity relief have had so far little or no widespread influence, although no doubt

*Annual Report of the Public Health Commissioner with the Govt. of India for 1933. Vol.I with Appendices. - Published by Manager of Publications, Delhi. 1935. pp.400.-Price Rs.6-4-0 or 10s.

in the restricted areas in which they are carried on a considerable effect may have been produced.

Population.- The estimated population for British India on 30-6-1933 was 272,613,830 as against the estimated population of 268,896,023 on 30-6-1932, thereby showing a in 1933 a percentage increase of 1.4 over the 1932 figures. It has to be noted that these figures are only approximately accurate; the effect of migration has not been taken into account whilst defective registration introduces another factor impossible to evaluate. Of the total population of 272,613,830, 140,436,399 were estimated to be males and 132,177,431 females.

Lead Poisoning.- Burma.- No case of lead intoxication was recorded among the employees of the Burma Corporation, Namtu. One woman employed in the copper plant showed signs of lead absorption. ~~Examination~~ Examination of the staff in the Burma Railways workshop at Myitnge proved that a number of those associated with lead presented evidence of excessive lead absorption. In order to lessen the risk, cowls with high chimneys were erected in the electric shops and glass screens were provided to prevent inhalation of the fumes where oxide of lead was being mixed. Facilities were also provided to enable workmen to wash their hands before eating.

Industrial Hygiene and Mines.- In 1933 the daily average number of persons working in and about mines regulated by the Indian Mines Act, 1923, was 206,507; of these 171,038 were men and 35,469 women. 112,355 persons worked underground, 41,587 in open workings and 52,565 on the surface. 144,707 persons were employed in coal mines and 61,800 in metalliferous mines. Women employed underground

numbered 12,799, or 11% of the total; these included 12,689 in coal mines; 110 in salt mines; 10,721 in open workings; and 11,949 ~~surface~~ surface workers. Of the total women working underground in coal mines, 7,292 were employed in B.& O., 4,551 in Bengal and 846 in the C.P.; the remainder were employed in the salt mines in the Punjab.

In Bengal and Bihar and Orissa, the low prices of food-stuffs helped to alleviate conditions. The general health of workers in the Raniganj and Jharia Mining Settlements was on the whole satisfactory; cholera incidence generally decreased but smallpox increased in the Jharia coal-fields. In the Asansol Mining Settlements concentrated efforts at vaccination and pre-vaccination, prompt isolation and segregation checked the spread of smallpox. Cholera and smallpox were prevalent in Chota Nagpur.

In the Central Provinces, the Pench Valley Coalfield recorded decreases in the incidence of malaria and smallpox.

In the Punjab, a serious outbreak of malaria followed heavy monsoon rains. Underground latrines were provided at Khewra.

In Burma, the anti-malarial measures at Namtu and Bawdwin were successfully continued and general health conditions there and at Tavoy and Mergui were good.

142 persons died from accidents and 655 were seriously injured.

Classes in first-aid were held as usual; 96 of the 166 persons who attended the 11 centres in the Jharia coal-fields and 123 of the 177 trained at the 8 centres in the Raniganj coal-fields obtained certificates. First-aid classes were also held at other important mining centres.

Health Conditions of Factory Workers.- The total number of factories at work was 8,452, of which 3,933 were perennial and 4,519

were seasonal. The average number of persons employed further fell from 1,419,711 to 1,403,212. Women workers numbered 216,837 and children 19,091, these representing 12% and 4% of the total factory population. Recorded accidents included 194 fatal, 3,776 serious and 14,739 minor. Safety committees have been established in some factories. Progress continued to be recorded with housing schemes in the U.P. and especially in the new sugar factories in Bombay and Bengal. The general health of factory employees was reported to be normal and no dislocation of industry occurred from epidemic disease. The cleanliness of factory surroundings was reported to be generally well maintained and sanitary arrangements in the larger concerns were said to be satisfactory. The ventilating and cooling systems installed in the Ahmedabad mills worked for the greater part of the year and greater attention was devoted to their maintenance. Improvements were also being gradually effected in the older mills and smaller factories in Ahmedabad and Bombay.

Owing to trade depression, welfare work generally made little advance, but previous activities were usually maintained. The 104 creches established in the factories of the Bombay Presidency have been of great benefit and a general rise in their standard has occurred during the last few years. Health exhibitions were held in several mill compounds and these were attended by large numbers of employees and their wives. In Bengal, welfare work was generally confined to the improvement or extension of work already in progress, for example, additions were made to medical and welfare staffs, and facilities for recreation were improved. In the U.P., existing welfare work was continued ~~by~~ but special mention must be made of the activities of the British India Corporation and Messrs. Begg, Sutherland and Company. No new schemes were started in the Punjab or the C.P. Creches do not appear to be popular with the operatives in the latter province. The Delhi Cloth and General Mills continued their useful welfare work during the year. (A summary of vital Statistics for India during ~~The~~ 1932 was given at pages 51-56 of our November 1934 report) +

Co-operation.

Enquiry into Co-operative Movement in Mysore:

Committee Appointed. +

Reference was made at page 50 of our September 1935 Report to the decision of the Mysore Government to appoint a committee to enquire into the working of the Co-operative movement in the State. A Committee, consisting of officials and non-officials, with Dewan Bahadur K.S.Chandrasekhara Iyer, Retired Chief Justice, Mysore High Court, as chairman, was constituted by the Government on 29-10-1935 to inquire into the present state of the co-operative movement in its various forms, with reference not only to co-operative credit, but also to co-operative production, distribution and sales. The inquiry will embrace house-building and other relatively less developed aspects of the movement. The committee will investigate the connection between various parts of the co-operative organisation and examine the working and future development of land mortgage banks. It will also deal with any other matter which may seem to be of fundamental importance to the co-operative movement.

The Government Order constituting the Committee points out that the progress of the co-operative movement in the State was reviewed in 1920 by an inquiry committee under the chairmanship of Sir Lallubhai Samaldas Mehta, and that most of the committee's recommendations were accepted and implemented. While the movement had advanced in certain directions as the result of the measures then adopted, progress had been meagre in others. It was felt that the time had come for taking stock of the whole situation, and laying down on considered lines the policy to be pursued in the coming years for the regulation and healthy development of co-operative institutions in the State. (The Times of India, 31-10-1935) +

Meeting of the Bombay Women's Association, Bombay, 1935.

Important resolutions on social, educational, labour and general problems were passed at a meeting of the Bombay Women's Association (constituent of the All India Women's Conference) which was held at Bombay on 12-10-1935 under the presidentship of Mrs. Sharda Mehta. The following is a summary of the resolutions of interest to the I.L.O.

Employment of Women in Administrative Capacity in Government

Departments.- The first resolution requested the British Government to safeguard the interests of women by making provision in the Instrument of Instructions, to be framed for the Governor-General and the Governors, that women should be given chances of association in the administration of every province as well as the Central Government, especially in the departments of education, health and labour. Provision was also sought to be made for at least one woman to be appointed to each Provincial Public Services Commission.

Social and Educational Uplift. - One resolution urged on the Government strict enforcement of the Child Marriage Prevention Act (commonly known as the Sarda Act).

The Conference urged the women of India to encourage indigenous industries by using only articles manufactured in the country.

For the welfare of school children the Conference urged upon the Bombay Municipality the necessity of appointing Children's Care Committees.

The Conference stressed the importance of removing illiteracy, and called upon the Municipality and Government to introduce compulsory education throughout the city and to extend it immediately in the B. and E. Wards of the Municipality.

The need for organised efforts to promote adult education classes for women and for vocational training in handicrafts was stressed by another resolution; the necessity for establishing a large number of hostels for women students, as the existing arrangements were inadequate, was also pointed out in the resolution.

Labour Conditions.- One of the resolutions dealing with labour problems stressed the importance of having more factory inspectresses throughout the Presidency.

The attention of the authorities was drawn by a resolution to the

inadequate housing and sanitary arrangements for factory workers. The resolution stressed the necessity for providing better housing facilities as well as sanitary arrangements in factory premises especially for women workers.

The enactment of an All India Maternity Benefit Act was another demand made by the Conference.

The Conference was of the opinion that women should be encouraged to have their lives insured against old age, accidents, etc., and thought it desirable to have women canvassers to canvass among women only.

(The Times of India, 14-10-1935). +

Maritime Affairs.

Administration of Bombay Port Trust, 1934-35*

Conditions of Work of Staff. +

Strength of Staff and Salary grades.- The approximate total number of staff employed by the Bombay Port Trust during the year under review was 9,277 as compared with 9,184 during 1933-34. Of these 170 were permanent staff receiving salaries over Rs.300 per mensem; 647 clerical staff and 1,065 outdoor staff receiving salaries from Rs. 50 to Rs. 300 per mensem; 420 permanent inferior staff receiving salaries below Rs. 50/- per mensem; 788 temporary staff getting above Rs.50 per mensem (1 getting above Rs. 300); 2,908 getting under Rs. 50 per mensem, while 3,279 were daily paid.

Housing of Staff.- 326 of the 1,882 permanent superior staff, 96 of the 420 permanent inferior staff and 3,045 of the 6,975 temporary staff were housed by the Port Trust during the year under review. This represents a total housing of 37.4 per cent of the total staff by the Port Trust as against 37.5 per cent during the previous year. In consequence of curtailment of the Capital programme, no further expenditure was incurred during the year on staff housing.

Retrenchment in Staff Expenditure.- The emergency cut of 5 per cent on the pay of the permanent and temporary staff drawing over Rs. 84 per mensem was continued during the whole year under report. The cut effected a saving of about Rs.153,000. The Government of India, Local Governments, and all other major port administrations have restored the emergency cut on salaries of their employees with

* Bombay Port Trust. - Administration Report, 1934-35. *pp. 52*

effect from 1st April 1935, but after careful consideration of the financial and trade conditions of this Port, the Trustees decided to continue the cut, pending further examination after the working results of the first half of the financial year 1935-36 are known.

(The Report of the Administration of the Bombay Port Trust during 1933-34 is reviewed at pages 73-76 of our October 1934 report).

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Migration.

Indian Migration to Malaya and Ceylon, 1934* +

General Conditions affecting Emigration: (1) To Malaya.- According to the annual report on the working of the Indian Emigration Act, 1922, for the year 1934, submitted by the Commissioner of Labour, Madras, emigration for unskilled work was permitted only to Ceylon and Malaya during the year. In 1934 the rubber industry of Malaya improved as the result of an appreciable rise in price of rubber and the improvement in the industry was reflected in the figures of Indian emigration to Malaya. Assisted emigration was resumed in May 1934 on a non-recruited "voluntary" basis. During the year, 18,950 emigrants and 10,851 non-emigrants went to Malaya through the port of Madras and 10,689 emigrants and 4,996 non-emigrants through the port of Negapatam. The adverse agricultural situation in the Madras Presidency due mainly to the failure of the monsoons ~~an~~ acted as a strong impetus to emigration. The emigration Commissioner for Malaya estimates the number of non-assisted labourers who paid for their passage and emigrated to Malaya at 25,000.

In Malaya the standard rates of wages, fixed in May 1928, were reduced by 20 per cent in 1930 consequent on the fall in price of rubber. The rates prevailing subsequently were, in low paid areas 62 Cents and 49 Cents for men and women respectively and, in higher paid areas for a nine hour day, 72 Cents and 57 Cents respectively. Eventually payment of reduced wages for part-time work was recognised

* Annual Report on the working of the Indian Emigration Act, 1922 for the year 1934. - Bangalore: Printed at the Mysore Residency Press, and Published by the Manager of Publications, Delhi. 1935. - Price. Annas 7 or 9d. - pp.22.

in order to tide over the depression and the minimum rates for morning work of 6 to 6½ hours were fixed at 43 rupee cents for a man and 37 rupee cents for a woman in the low paid areas and at 50 to 43 rupee cents in the higher paid areas. The standard rates of wages now obtaining in the Straits Settlements and the Malay States for a full day's work are 62 rupee cents for a man and 50 rupee cents for a woman. These rates are 50 to 100 per cent higher than the rates prevailing in the rural parts from which emigrants come. The cost of living in the Straits Settlements and Malay States is 30 to 50 per cent higher than in the districts of the Madras Presidency.

(2) To Ceylon. - With indications of improvement in trade conditions, the process of repatriation of Indian labour from Ceylon to India which was resorted to in 1933 was reversed and the year 1934 registered a record figure of emigrants from India to the Island, the numbers being 88,808 emigrants and 51,799 non-emigrants.

The rates of wages prevailing at the beginning of the year were increased from 16-11-1934. (For details regarding increased rates see page 24 of our September 1934 and page 34 of our October 1934 reports).

Recruitment: (1) To Malaya. - The present system of emigration to Malaya is on a non-recruited basis. The main features of the non-recruited assisted emigration scheme which the Malayan emigration authorities have sought to work are:-

(1) The estates in Malaya apply to their Labour Department for labour and that Department, after considering all the relevant facts decides the quota for each estate.

(2) The estates should then communicate with only two classes of prospective emigrants, namely, those who have already been on the estate and those who have relatives on the estate. But these two classes of emigrants may bring with them their friends, relatives and dependents who will be assisted to emigrate if the total quota for the estate is not exceeded.

(3) Letters promising employment may be given to present employees on the estates to be sent to relatives and friends who are desirous of going to Malaya.

(4) The Emigration Commissioner here has discretion to assist emigrants without letters so long as the estate quota is not exceeded, and so far as possible assisted emigration is to be restricted to those who have been in Malaya before or have relatives or co-villagers there.

This system has been found very defective in working because many more applicants than the required number apply for assistance, claiming to have received letters from the managers to proceed to Malaya. In many cases refusal of assistance causes great hardship as the majority of applicants are too destitute even to pay the return fare from the port of embarkation to their villages. Again, more often than not, even the assisted emigrants prove unsuitable for the work for which they are intended. In view of these defects, the Kangani System of recruitment, according to the Report, has many advantages. Under the system:

- (a) the flow of emigrants into the depot was regulated;
- (b) the kangani knew the types of persons required for his estate and could select only such persons;
- (c) he was responsible for proper recruitment;
- (d) the relatives of the emigrants knew that these people were emigrating and where they were going. The rule requiring the Magistrate or village Munsiffs to certify.

always provided a certain amount of publicity which minimized abuses;

- (e) the rejections at the depot would be few and all those so rejected would be entitled to be returned home at the expense of the kangani (or estate).

In the report, the Emigration Commissioner has suggested certain remedies to remove the defects of the non-recruited assisted emigration system.

(2) To Ceylon.- The majority of emigrants were recruited by kanganies. In addition to 1,243 licences issued during previous years which were held valid during 1934, 5,939 fresh licences were issued during the year. The total number of emigrants recruited by kanganies was 81,436. In addition there were 7,372 non-recruited assisted emigrants to Ceylon.

Sex Ratio.- Emigrants to Malaya are mostly Tamils; the rest are made up of Telugus and Malayalees. Many of the emigrants do not take with them their families and there is a preponderance of single males in the emigrant population of Malaya. The rule as regards sex ratio has been suspended by the Government of India till the end of 1935.

The emigrants to Ceylon are drawn mainly from the agricultural labouring classes in the Tamil Districts of South India. As usual emigration to Ceylon was generally in family groups. The percentage of females to the total number of emigrants was 43.09.

Return Emigrants. -During the year 5,074 emigrants, who were repatriated, returned to the Madras Presidency from South Africa, Fiji, Malaya and Ceylon.

Assisted Emigration from South Africa. -During the year 840 emigrants returned to South India from South Africa under the

"assisted emigration" scheme bringing the total of South African repatriates under the scheme (The scheme was initiated in August 1927) to 11,296. All possible help was rendered by the Special Officer to send the repatriates to their respective villages and to take care of the savings that they had brought with them. The majority of the repatriates settled down as agriculturists, while owing to the efforts of the Special Officer ~~in~~ several of them were found employment in urban areas.

(The report on the Working of the Indian Emigration Act during the year 1933 was reviewed at pages 80-84 of our June 1934 report).

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Indians in Ceylon, 1934:

Report of the Agent of the Government of India.

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Statistics of Indians in Ceylon: According to the Annual Report of the Agent of the Government of India in Ceylon for the year 1934, out of the total population of 5,637,200 in Ceylon, about 800,000 were Indians. The number of Indian labourers and their dependants on estates on 31-12-1934 was 688,741 (488,152 workers and 200,589 dependants) of whom 223,531 (217,797 workers) were men, 209,650 (198,330 workers) were women and 255,560 (72,025 workers) were children.

Immigration Figures.- The improved condition of tea and rubber during the year, was responsible for a large immigration of
 * Annual Report of the Agent of the Government of India in Ceylon for the year 1934. - Published by Manager of Publications, Delhi. 1935 Price Rs. 1-10 or 2s.9d. / 1-34.

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of Indians into Ceylon. 140,607 which is the number of Indian migrants into Ceylon during 1934, has been the highest figure during the last decade except for the peak year 1927. During the year under review, 54,700 Indian labourers returned from Ceylon to India at their own expense. Unlike the last four years, the number of arrivals into Ceylon exceeded the number of departures from Ceylon to India and the nett immigration, i.e. excess of arrivals over departures, was 85,817, a figure which is the highest during the last decade.

Repatriation.— The number of estate labourers repatriated from Ceylon to India during 1934 was 2,304 as against 42,343 in 1933. The special schemes for repatriation of Indians devised on account of the depression, had not to be worked during 1934.

Minimum Wages on Estates.— On 16-11-1934 the rates of minimum wages which prevailed before 10-5-1933 were restored. ~~Details regarding changes in minimum rates during 1934 are given at pages~~ of this report. Attention is ~~also~~ directed to pages 29-31 of our March 1933 and pages 23-24 of the September 1934 report for a summary of the fluctuations in the rates of minimum wages since January 1929.

The Agent has reported many irregularities in the working of the ~~last~~ Minimum Wage Ordinance. The practice of giving "half-names" and "no names" to labourers for short outturn of work is still stated to persist. On some estates the chit of labourers are returned at the end of the day if the amount of leave brought by them is not considered sufficient, thereby punishing the labourers in a manner not contemplated by the Ordinance. This practice, however, has been strongly disapproved of by the General Committee of the Planters'

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Association. Again, the practice of making arbitrary deductions from the poundage of leaf that is brought by a labourer, as a set off against moisture in the leaf and transport and other charges, is still found to prevail in some estates. A few cases have been noted where labourers have been turned out of the field in the course of the day on the score of unsatisfactory work. This procedure, the Agent states, is liable to abuse as the person to judge the work of the labourers on the field is often a sub-ordinate of the estate and not the superintendent himself.

Separation of Families on Estates. - During the year many complaints of separation of families of labourers were made to the Agency. These cases arose as a result of labourers being discharged from estates while ~~the~~ their wives and children were not discharged along with them. It is reported that the enactment of a provision in the labour laws of Ceylon to render the separation of or attempt to separate families an offence is under consideration.

Indebtedness of Indian Labourers. - The Agent reports no change ^{for} better in the indebtedness of Indian labourers in Ceylon, which he attributes to their illiteracy and unthrifty habits. They very often spend lavishly on occasions such as marriages, festivals and funerals, not because such expenditure is necessary and justifiable but because they want to avoid their neighbours ridiculing them for parsimoniousness. Moreover the Head Kangany on the estate wishes to keep a hold on his labourers and with that object allows them credit indiscriminately. Laws which have secured for the labourer immunity from arrest for debts and the irrecoverability of debts from wages have done some good but not to the extent of bringing

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about a general improvement in the position. The system of issuing Discharge Certificates, originally conceived in the interests of the workers, works in practice more harm than good by providing the Kangani-cum-money-lender an undesirable hold on the workers. The Agent has expressed the opinion that in addition to education, the starting of co-operative thrift and credit societies alone will save the estate labourers from indebtedness. He has been making strenuous efforts during the year under review to start thrift societies on the estates, and is able to report some measure of success in his endeavours. A beginning has been made also in setting up co-operative stores on estates.

Proprietary Rights of Indians in Ceylon.- The Land Development Ordinance which was introduced in the State Council on 14-3-1933 was passed by the Council on 22-11-1934. This Ordinance which aims at the systematic development and alienation of crown lands defines "Ceylonese" as 'a person of either sex domiciled in this Island and possessing a Ceylon domicile of origin'. If this definition is accepted, a fairly large number of Indians permanently settled in Ceylon will not be eligible for the benefits that are proposed to be ~~now~~ conferred on 'Ceylonese'.

Attempts to Restrict Indian Immigration.- A resolution was moved in the State Council to restrict immigration into Ceylon of outside labour in view of the serious and increasing unemployment in the Island. The Chief Secretary to the Government of Ceylon, to whom the resolution was referred, ~~is~~ reported that it is the Government's policy to prefer Ceylonese labour provided it is efficient and that Indian workers have been found very steady and reliable.

Discriminatory legislation against British Indians, he said, will not only antagonise Indian feeling but also will not be in the interests of the country. As the mover of the resolution was not satisfied with ^{the} Chief Secretary's report, the subject was debated in the State Council in December 1934 and the following amended motion was carried by a large majority:

"In view of the serious and increasing unemployment among Ceylonese workers, this Council respectfully requests His Excellency the Governor to appoint a Commission to consider and report upon the problem of non-Ceylonese workers in Ceylon, particularly with a view to restriction and effective control of immigration into Ceylon of workers from other countries."

The decision of H.E. the Governor had not been announced at the time of writing the report (5-4-1935).

(The Annual Report of the Agent of the Government of India in Ceylon for 1933 is reviewed at pages 25-29 of our September 1934 report).

Demands of Indian Labour in Ceylon:

Mr. K.G.Sivaswamy's Report. ←

At the instance of Mr. N.M.Joshi and with the co-operation of the Department of Education, Health and Lands of the Government of India and their Agent in Ceylon, Mr. K.G.Sivaswamy, a member of the Servants of India Society, visited Ceylon in May 1935 to study the conditions of labour in Ceylon. The following is a summary of his report which has been forwarded to the Government of India.

Importance of Indian Labour to Ceylon: The average number of Indian estate labourers in Ceylon at the time of enquiry was more than 600,000 and the need for their immigration would be evident from the words of the Chief Secretary, who said that 'to prohibit the

importation of such labour which cannot be obtained locally would be to strike a fatal blow at our chief agricultural industries on which the prosperity of the island depends'.

Grievance of Indian Workers re. Minimum Wages.- The main grievance of the labourers ^{is} (1) that the demand of the Government of India for a ten per cent addition to wages as a cover against invalidity and old age has not been granted, (2) that its commutation in kind to one-eighth bushel of rice only to working men with dependents and widows with non-working children reduces the percentage of addition to wages still further, (3) that the further alternative proposal of feeding the children on the basis of 5 cents for each child on which not even 2 cents are actually expended nullifies entirely the proposed increase of 10 per cent, and (4) that this increase was due to them in so far as six days' work as stipulated was not available, as in the calculation of the minimum budget the time necessary for the domestic work of women and the number of non-working dependents that have to be supported were not taken into consideration, and as they have to shift for themselves in India after ~~their~~ their return when they were unfit for any work.

Other Demands of Workers.- The other demands of the Indian workers in Ceylon are as follow: (1) A stricter control of immigration by periodical inspections in regard to the excess supply of labour as a result of seasonal conditions is necessary. (2) The need is equally urgent for providing the Agent with ten inspectors and a larger budget for touring as will be clear from 2,500 complaints received in the office of the Agent in a single year. Work till 6-30 p.m. in inaccessible estates, corruption among conductors, non-registration of names, scanty food for children, non-payment of wages, non-issue of discharge certificates, separation of family gangs, ill-treatment for giving notice to quit and immediate discharge from estates without notice are the subject matter of these complaints. (3) The Indians in Ceylon also feel the humiliation of the collection of Re. 1½ on every new emigrant by the Government of India, which they feel ought to go to the provident insurance of the workers. (4)

They also feel that the Emigration Commissioner should be an independent officer of the Ceylon Government without being in the pay of the planters. (5) It was also represented that the labourers should be made to know that the purchase of rice from the estate was not compulsory and that the planters should not make a profit out of the sale of rice. (6) The need for a periodical free passage to India, the implementing of the ordinance of 1865 by rules providing for sickness benefit, the legalising of the existing maternity benefit, the provision for infant care as required by the medical wants ordinance of 1812 are equally emphasised. (7) In particular the suggestions of immediate reform regarding sanitary and medical facilities of the Director of the Medical and Sanitary services require urgent attention on the part of the Agent of the Government of India.

Two main grievances which the Agent of the Government of India has been pressing in his annual reports during the last two years are:- (1) The discharge certificate system. (2) The separation of families. Under the former system the planters have established a convention of not employing a cooly who does not possess a discharge certificate from the previous employer. This restricts the freedom of the labourer to seek a job and gives a handle to the Kangani to collect his debts at exorbitant rates. The separation of the members of a family as a method of punishment to coerce a labourer should also be penalised.

Mr. Sivaswamy's Suggestions.- Mr. Sivaswamy has also made the following suggestions regarding welfare work among the labourers. He supports the systematic efforts of the present Agent for credit societies, but is of opinion that such societies will be successful only where efficient management can be obtained continuously. According to him the best agency to undertake the issue of credit, sale of goods, and promotion of savings is co-operative banks which can combine business and welfare work. He suggests an enquiry into a standard diet for the existing wages. He has emphasised the need for primary education till the age of ten, increasing the age-limit of compulsion for school attendance to 12 and a consequent addition to the wages of the labourer, and pending this reform reduction by two hours in the hours of work of the children of the ages of 11

1 and 12 and the provision of continuation education for these two hours by the Government. He also emphasises the need for fixing minimum wage for manual workers in Colombo town, ^{for} providing better housing for the scavengers in Kandy, ^{and for} organising co-operative credit societies and stores.

(The Hindu, 21.10-1935).

(Two copies of the Report have been asked for.)

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General.

Legislative Assembly Debates (Period 2-9-1935 to
25-9-1935): Some important references. +

Attention is invited to the following references in the
Legislative Assembly Debates of the period 2-9-1935 to 25-10-1935
that are likely to be of interest to Office.

1. Statement re. Re-employment of retrenched staff on State Railways. (Debate of 2-9-1935 - Vol.V No.1 - pages 63 & 64).
2. Non-adoption of short time method of spreading work in State Railway workshops (Same as above - page 83).
3. Re-employment of G.I.P.Railway strikers (Debate of 3-9-1935 Vol. V, No.2 - page 208).
4. Position of Indians in Zanzibar (Debate of 4-9-35 -Vol.V, No.3 - pages 306-310).
5. Reduction in India's contribution to the League of Nations (Same as above - pages 311-315).
6. Cost of India's Delegations to the I.L.Conference and the League of Nations (Debate of 5-9-1935 - Vol. V, No.4 -page 399).
7. Compilation of statistics for agricultural and industrial wages (Debate of 6-9-1935 -Vol.V., No.5).
8. Inadequacy of Indians employed in the Offices of the League of Nations.(Same as above - page 523).
9. Filling up Mr. A.C.Chatterjee's vacancy (Same as above - pages 523-524).
10. Safeguarding of Indian interests in Kenya. (Debate of 9-9-1935 Vol.V, No.6 - pages 591-593).
11. The Clove Ordinances, Zanzibar (Same as above -pages 593-596).
12. Indian franchise in Fiji (Same as above - page 604).
13. Grievances of B.B.& C.I.Railway Staff. (Same as above - pages 620-621).
14. Hours of Employment Regulations - M.& S.M.Railway and B.B. & C.I.Railway (Same as above - page 631).
15. Appointment of Employment Officers on Railways (Same as above - pages 637-638).
16. Indians in Kenya (Debate of 10-9-1935 -Vol.V. No.7 - pages 687-688).
17. ~~XXXXX~~ Census of the Unemployed in British India (Debate of 11-9-1935 - Vol. V, No.8 - page 775).
18. Unemployment Problem (Debate of 12-9-1935 - Vol.V, No.9 - pages 850-852).
19. List of Provincial Acts for relief of agricultural indebtedness. (Debate of 13-9-1935 Vol.V, No.10 - pages 960-961).
20. The payment of Wages Bill (Same as above - pages 1000 to 1010).
21. Indians employed in the League of Nations Offices and India's contribution towards the League of Nations and selection of delegates to the session of the League of Nations (Debate of 16-9-35 Vol.V, No. - Pages 1029-1031).
22. Grievances of the industrial employees of the Government

of India press, Calcutta. (Debate of 20-9-1935 -Vol.VI, No.4 - pages 1380-1383).

23. Prohibition of women from working underground (Debate of 24-9-1935 -Vol.VI No.6 - pages 1686-1687).

24. Contributions to the League of Nations and other allied questions (Debate of 25-9-1935 - Vol.VI No.7 pages 1777-1780). +

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Council of State Debates (Period 16-9-1935 to

28-9-1935): Some Important References. +

Attention is invited to the following references in the Council of State Debates during the period 16-9-1935 to 28-9-1935 that are likely to be of interest to the Office:

1. The Zanzibar Decrees affecting Indian settlers (Debate of 17-9-1935 Vol.II, No.2 -page 21).

2. Comprehensive statement re. rural uplift schemes of the Government of India and the grants made for them. (Same as above. - pages 39-60).

3. Financial Contribution of India to the League of Nations (Debate of 18-9-1935, Vol.II, No.3, pages 91-93).

4. Number of Indians on the staff of the I.L.O. (Same as above -page 95).

5. Resolution re. employment of women during the night (Debate of 26-9-1935 -Vol.II, No.9 - pages 384-385). +

Bombay Special (Emergency) Powers (Amendment) Bill, 1935.

(Bill No. XL of 1935). +

On 1-10-1935 Sir Robert Ball, Home Member with the Government of Bombay, introduced in the Bombay Legislative Council a Bill - the Bombay Special (Emergency) Powers (Amendment) Bill, 1935 - with the object of continuing the provisions of the Bombay Special Emergency Powers Act, 1932, permanently. The Act was passed in 1932 with the principal object of enabling Government to deal effectively with the civil disobedience movement. It was explained, however, in the course of the debates that Government would use the provisions of the Act,

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if necessary, to check other subversive movements such as communism and terrorism. The Statement of Objects and Reasons for introducing the Bill, says:

The principal reason for the continuance of the Act at the present time is the danger to which the Presidency of Bombay is exposed, especially in industrial centres, by communism. The organisers of this movement seek to overthrow the present social and economic system by mass movements involving force and violence. Communist organisers and agitators are constantly active among the labour population of the large cities and the ordinary law is inadequate to deal effectively with their methods.

(Pages 290-292 of Part V of the Bombay Government Gazette, dated 19-9-1935)

(Attention is also directed to the debate on the Bill, in the course of the First reading, published in the Bombay Legislative Council Debates of 1 to 4-10-1935).