

C 1903/15

INTERNATIONAL LABOUR OFFICE

Indian Branch

Report for February 1930.

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yds.

General.

Reference was made in my last month's report to the atmosphere of tension prevailing in the Legislative Assembly over the question of "Watch and Ward" of the Assembly galleries. Thanks to the diplomatic and tactful intervention of the Viceroy, the long-drawn-out dispute was brought to a satisfactory conclusion on the 20th February 1930, when President Patel read out in the Assembly a letter dated 19-2-30 from the Viceroy embodying the Government's decision on this point, which the President, on his part, accepted on behalf of the House. The new arrangements stipulated that a special police officer will be deputed to take charge, under the control of the President, of all matters relating to the protection of members of the Assembly within the inner precincts. He will have his own staff, which may wear a special armlet. If an emergency arises and the officer is unable to consult the President, he is to act as his experience dictates, and it will be assumed that he is acting under the President's instructions. When the special officer believes that the President's precautions are inadequate, he may report to the President, who may confer with the Government and receive advice on the matter. The question of the outer precincts will be examined further and in the meantime the local Government will be instructed that all orders issued to the police within the outer precincts shall be framed with the President's approval. The settlement has met with general approval and Mr. Patel has given permission to open the galleries for the admission of the public. The Viceroy's tactful intervention, has thus not only saved Government from an embarrassing situation, but also restored peace and harmony in the Assembly.

References to the I.L.O.

The Hindustan Times in its issues of 1st, 5th, and 6th February 1930 publishes in instalments the article supplied by Geneva on the activities of the I.L.O. during 1929. The Pioneer of 6-2-1930, publishes a two column summary of the article, as also the Times of India of 6-2-1930. The same article is published in full in the Hindu of 4-2-1930.

... ..

The Hindu of 8-2-1930 publishes a communiqué issued by this office on the 13th session of the I.L. Conference.

... ..

The Hindu of 14-2-1930 publishes a summary of the lecture delivered by Mrs. Cousins on "the League of Nations" before the History Society of the Annamalai University, Chidambaram.

... ..

The M.S.M. Railway Man, in its issue of February 1930 (Vol.I, No.8) publishes the communiqué issued by this office on the 13th session of the I.L. Conference.

... ..

The Indian Labour Review of January-February 1930 (Vol.III, No.1) publishes the communiqué issued by this office on the 13th session of the I.L. Conference.

... ..

The Servant of India of 6-3-1930 publishes an article under the caption "I.L.O. in 1929", the material for which was supplied by the communique on the subject issued by this office.

The Pioneer of 14-2-1930 in a news-paragraph refers to the communique issued by the Government of India on the 15th October 1929 regarding the agenda of the 14th I.L. Conference, and adds that the Government of India has been informed by the Governing Body of the I.L.O. that the question of hours of work in coal mines has been included in the formal agenda of the 14th conference. The Agenda of the 14th Conference is published in all the important newspapers.

... ..

The Hindu of 19-2-1930 publishes a long article on "the League of Nations and its Activities" contributed by Mr. Arthur Mayhew, M.A., I.E.S., in the course of which appreciative references are made to the work of the International Labour Office.

... ..

The Hindustan Times of 21-2-1930 publishes a two-column report of a lecture delivered by the Director of this Office on 19-2-1930 ^{before} ~~to~~ the Delhi Historical Study Circle on the subject "The International Labour Office: Its Notable Contributions to Political Theory".

... ..

Lengthy references to the Draft Convention concerning the marking of the weight on heavy packages transported by vessels and the Draft Convention concerning Seamen's Articles of Agreement are made in the printed abstract of the proceedings of the Bengal Chamber of Commerce for January 1930 (Abstract No. 315). The Committee of the Chamber has informed the Government of Bengal that no exception need be taken by India to the ratification of the first convention referred to above, but adds that the obligation of having the ~~via~~ weight marked should be placed on the consignor and in no circumstances on the carrying company. As regards the second convention, the Chamber recommends that it should not be ratified by India.

The Princes Chamber in its sitting of 26-2-1930 discussed a resolution moved by the Maharaja of Kapurthala that an Indian prince should lead the Indian delegation to the League of Nations at least once in a cycle of three years. The Maharaja said the appointment of Sir M. Habibullah as leader of the Indian delegation last year was a step in the right direction.

The Viceroy, speaking on the resolution, said that the question of the leadership of the Indian delegation was first raised in the Council of State in 1926, when the late Mr. S.R. Das made a statement on the subject. In March 1928 a resolution was moved in the Council of State recommending that the delegation ^{should} be predominantly Indian ^{in character, should} and be led by an Indian. Government's reply on that occasion intimated that while showing sympathy with the resolution, Government must be free to select those that they considered best for the work and to entrust the leadership either to a leader from British India or from England, or to a ruling prince. The last-named alternative, the Viceroy said, would raise some constitutional questions which would require careful consideration. Government's policy was the same today, but it was undesirable, he said, to give consent to any mathematical formula regarding leadership, in advance of the constitutional issues now under discussion.

The Maharaja of Patiala, speaking on the resolution, said that the opportunity afforded by Geneva for representatives of the governments of the world to meet and exchange ideas was a no mean achievement in the interests of world-peace. The Indian princes had always believed in the possibilities of the League, and though it has not brought about the millennium, it has helped materially in bringing about a better understanding between the East and the West.

(Hindustan Times, 28-2-1930).

Numerous references to the I.L.O. and the Washington and Geneva Conventions were made by Sir George Rainy, Member for Commerce and Railways of the Government of India, in his speech on 17-2-1930, introducing the Railway Budget for 1930-31. (The Railway Budget is dealt with separately in the section of this report dealing with conditions of labour).

... ..

The passing of the Indian Railways Act (Amendment) Bill designed to give legal effect to the Washington Hours Convention by the Legislative Assembly and the debate on the Bill on 27-2-1930 furnished an occasion for numerous references to be made to the work of the I.L.O. and to I.L. Conference conventions. The debate on the Bill was reported in the Hindu of 28-2-1930, and in all the leading papers. (The Indian Railways Act (Amendment) Bill is dealt with separately in another section of this report).

... ..

One of the most important resolutions discussed at the third annual meeting of the Federation of Indian Chambers of Commerce and Industry held at Delhi on 14, 15 and 16-2-30 was a resolution protesting against the appointment by the Government of India of a non-National as Adviser to the Indian employers' delegate to the 13th I. L. Conference. The I. L. O. came into much prominence in the course of these discussions. The proceedings of the Conference are reported at length in the Times of India of 17 and 18-2-30, as also in all the leading papers (An account of the meeting of the Federation with special reference to the resolution regarding representation at Geneva conferences is included separately in this report).

"Indian Finance", a leading financial weekly of Calcutta, in its

issue of 22-2-30 (Vol. V, No. 8) publishes an article on this subject under the caption "National" and "Non-National".

In the course of a well-reasoned ^{out} article, the paper, after reviewing the troubled history of Indian employers' representation at Geneva, endorses the decision taken by the Credentials Committee that while the interests to be represented at Geneva were national interests, it lay within the sovereign power of each country to lay down a formal definition of what is national and what is non-national. Regarding the representations made by the Government of India that efforts were being made to secure in future years agreement on the matter between European and indigenous commercial organisations, which the paper says must have influenced the Credentials Committee to a considerable extent in arriving at the decision it has made, the paper is sceptical of any good results materialising from such efforts, as in its opinion there are insuperable obstacles in the way of such a close merger of interests. Assessing the rival claims of the Associated Chambers of Commerce of India and Ceylon and the Federation of Indian Chambers of Commerce and Industry, which bodies at present ^{share} between them the right of choosing the Indian employers' delegation, the paper points out that the very title of the former demonstrates that its activities ~~is~~ and sphere of action are not confined to India and that to allow such an organisation to have a voice in the choice of the Indian employers' delegation might conceivably result in the appointment of an industrialist from Ceylon as the Indian employers' delegate. A second point raised by the paper is that the Associated Chambers' membership constitutes a "mixed bag". The paper points out that there is a good sprinkling of Japanese, Germans, Turks, Armenians and Baghdadi Jews among the members of the Associated Chambers. Because of these and other considerations the paper strongly criticises the attitude taken up by Sir B. N. Mitra at the meeting of the Federation of Indian Chambers at Delhi on 15-2-30, and hopes that "the policy which has now been adopted as regards the leadership of Indian Delegations to the League Assemblies will be applied in its fullest development in settling the composition of future delegations to the International Labour Conferences as well."

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The Servant of India of 27-2-30 (Vol. XIII, No. 9) publishes a review of the book "Industrial Welfare in India" by P. S. Lokanathan (University of Madras), contributed by the Deputy Director of this Office. References are made in the course of the review to the influence exerted by the I. L. O., in stimulating labour legislation in India.

National Labour Legislation
Indian Railways ^{Act} (Amendment) Bill.

At page 8 of the Report of this Office for January 1930 reference was made to the Indian Railways Act Amendment Bill designed to give legal effect to the ratification by India of the Washington Hours Convention in so far as it affects Indian railway workers. The text of the Bill was given at pages 9 to 12 of the report for the same month. On 27-2-50, Sir George Rainy moved the Bill in the Legislative Assembly.

Mr. Abdul Matin ~~Chaudhry~~ Chaudhry moved the following amendment to the Bill. "That in clause 2 in sub-section (2) of the proposed section 71-C, for the word "eightyfour" the word "sixty" be substituted." Mr. Abdul Matin Chaudhry's amendment for a forty-eight hours' week instead of a sixty-hours' week was rejected by 48 votes against 15 and the Bill was passed without any change.

Sir George Rainy in moving the Bill said that the most important provisions which are incorporated in the Bill are the sixty-hours' week, the weekly rest, the appointment of supervisors of railway labour, a much more limited rule-making power, and provision for the compulsory payment of overtime in certain cases. He assured that the Government did not regard the Bill as the final solution of the question of hours of labour on Indian railways. He drew a distinction between obligatory law and humanitarian considerations and referred to the undertaking given by the Government to the Select Committee on the Bill to investigate the question of the possibility of fixing the hours of work of railway servants whose duties were particularly arduous at a lower figure than sixty hours a week. Referring to the appointment of

supervisors of railway labour, he said that they will serve as the ears and eyes of the Government and ^{that} besides their primary duty of enforcing the law they are charged with the duty of reporting to Government such cases where, although there is no breach of the law, there is a condition of things which require curtailment of hours of work because of the specially arduous nature of the work.

Mr. N. C. Kelkar drew attention to the fact that it took the Government ten years to give effect to the Hours Convention and that even the present ~~and~~ belated action was due to the desire of the Government to appear with a clean record at Geneva.

Mr. Abdul Matin Chaudhry in support of his amendment for a 48 hours' week quoted figures to show that in most of the European and American countries the 48-hour week was the rule and that India should try to conform to this standard. He pointed out that in the Indian Railway Mail Service those who worked in the day work only for 36 hours in the week, those who did day and night work for 33 hours, and those who worked only in the night work ^{for} 30 hours. There was no reason why the railway workers should be treated differently. Referring to the argument that India should be treated differently from other countries because of climatic considerations, he said that the consideration if applied, should be used for making the hours of work shorter in India, the tropical climate of which rendered work more fatiguing.

Dewan Chaman Lall, who supported Mr. A. M. Chaudhry's amendment, said that the extra expenditure entailed by the introduc-

tion of a 48-hours' week should be met by indenting on the railway reserve which now stood at Rs. 350 millions.

The ~~and~~ amendment as was stated before was rejected by 48 votes to 15, and the Bill was passed without any change.

(Summarised from Legislative Assembly
Debates Vol. I, No. 24 27-2-30.)

KB.

Government of India Memorandum
re: two Recommendations of 12th Conference.

12

(not for publication)

The following is the Memorandum circulated on the 11th February 1930, by the Department of Industries and Labour of the Government of India, to the members of the Standing Advisory Committee in regard to ^{the} of the recommendations adopted by the 12th Conference.

--e00--

MEMORANDUM FOR THE STANDING ADVISORY COMMITTEE

Subject:- Prevention of industrial accidents.

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The Twelfth International Labour Conference which was held at Geneva in May-June 1929 adopted inter alia the following Recommendations :-

- (1) Recommendation concerning the prevention of industrial accidents.
- (2) Recommendation concerning responsibility for the protection of power-driven machinery.

Copies of the texts of the two Recommendations are attached.

2. The Recommendation concerning the prevention of industrial accidents covers a very wide field. It is intended to be applicable not only to mines and industries involving manufacture, but also to all forms of transport (including the handling of goods at docks, quays, wharves or warehouses, but excluding transport by hand) and to agriculture. The Recommendation is divided into four parts. The first part (Articles 1-5) recommends statistical studies into the causes of accidents, investigations to be made of the physical, physiological and psychological factors governing accidents, scientific research into the best methods of vocational guidance and selection and the development of national statistics on uniform bases so as to allow of a comparative study by the International Labour Office of the statistics of different countries. The second part (Articles 6-14) deals with the various methods of co-operation

between the inspectorate, the workers and the employers, e.g., periodical conferences between the inspectorate and the representative organisations of employers and workers, the appointment of safety organisations in each factory or works appointed jointly by the employers and the workers, propaganda by means of lectures, publications cinematograph films, etc., permanent safety exhibitions, encouragement of the employers to do all they can to instruct workers in accident prevention, and of workers organisations to co-operate in this work, etc. Other provisions in this part relate to the necessity of instruction in accident prevention in schools, the provision of first-aid appliances in undertakings and arrangements for medical attendance and ambulance services. Part III (Articles 15-21) contains a number of principles which are recommended to be incorporated in national laws and regulations, e.g. that the law should prescribe the measures required to ensure an adequate standard of safety, that the employer should be legally responsible (1) to equip and manage his undertaking in such a way that the workers are adequately protected and (2) to instruct his workers as to the dangers of their occupation and in the measures to be observed by them in order to avoid accidents, that it should be a legal duty of the workers to comply with the statutory requirements on accident prevention. Other matters dealt with in this part relate to official supervision of plans of buildings, compulsory powers of the inspectorate to give orders in particular cases to employers to take the necessary steps for enforcing safety in accordance with statutory requirements and in urgent cases to require immediate compliance with

orders, notwithstanding the right of appeal. Provision is also made requiring the States to consult the workers in framing the safety regulations and to associate them in their supervision. Part IV (Articles 22-23) requires that States Members should endeavour to secure that accident insurance institutions take into account, in assessing premia, the safety measures taken by each firm; and should encourage such institutions in the work of accident prevention.

3. Recommendations adopted by the International Labour Conference are intended to form "general principles for the guidance of national Governments in drafting national legislation or in issuing administrative orders". The Recommendation concerning the prevention of industrial accidents contains many laudable principles and the delegates of the Government of India to the 12th Conference were instructed to vote in favour of this Recommendation. There are, however, some provisions in it which contemplate a state of industrial progress not yet attained by India, while the provisions relating to the co-operation of workers referred to in Part II and in Article 21 of Part III postulate a degree of organisation and education which Indian workers do not at present possess. The factory inspection staffs employed by the local Governments are, however, doing useful work in finding out what safety devices should be employed to minimise the risk of accidents. Industrial accidents statistics are also being collected and compiled by the Chief Inspectors of Factories in the various Provinces. Rules relating to provision in regard to first-aid appliances in all factories employing 500 and more operatives have been made by

some of the local Governments. Most of the factories are situated within easy reach of Government hospitals or hospitals maintained by local authorities, but many of the larger employers are already maintaining their own medical staff and equipment which are readily available in case of accidents.

4. Many of the requirements of Part III of the Recommendation which call for legislative action are met by the existing provisions in the Indian Factories Act and the Indian Mines Act and the rules framed thereunder. No legal provision however exists to call upon the employer to instruct his workers as to the dangers of their occupation (as recommended by Article 16). The provision in Article 19, which requires that the law should make it the legal duty of the worker to comply with the safety regulations, has no corresponding provision in the Indian Factories Act; but the Metalliferous Regulation and the Coal Mines Regulations issued under the Indian Mines Act impose certain definite duties on persons working in mines with a view to the prevention of accidents.

5. It will be observed from the foregoing remarks that though the Indian law is in many respects in accordance with the requirements of the Recommendation, much more remains to be done, if the Recommendation as a whole is to be adopted by the Governor General in Council. The subject is wide and complex and obviously requires detailed consideration before the Recommendation can definitely be adopted. Section 405 of the Treaty of Versailles, however, requires that the Recommendation should ordinarily be placed before the Indian Legislature within 12 months of the

close of the Conference. The Conference closed on the 21st June 1929 and the Government of India propose to place the Recommendation before the Legislature during the current session.

6. The second Recommendation requires that "it should be prohibited by law to supply or install any machine intended to be driven by mechanical power unless it is furnished with the safety appliances required by law for the protection of machines of that type". It will be necessary for the States accepting the Recommendation to inform the International Labour Office of the measures taken to enforce this principle and the results of its application. The Government of India anticipated practical difficulties in the way of accepting this Recommendation and they instructed their delegates to the 12th Conference to remain neutral on the final vote on it. In India safety regulations relating to machinery vary to some extent from province to province. There are all-India regulations to regulate the use of boilers, but Section 18 of the Indian Factories Act leaves the bulk of the safety measures connected with the machinery used in factories to be laid down by rules prescribed by local Governments and these rules vary from province to province. Moreover, most of the machinery in use in India is imported machinery and it would be difficult to expect the foreign manufacturer so to construct his machinery as to satisfy conditions which may be imposed by all provinces. Further, there are no detailed regulation under either the Indian Factories Act or the Indian Mines Act laying down how machinery should be constructed; the regulations relate mainly to the proper fencing of dangerous portions of machinery. Also, whether the use of any particular machinery is dangerous or not is generally a matter for

the factory inspectors to decide after viewing its condition and location. It seems therefore impracticable under the conditions prevailing in India to attach liability to the supplier or the installer of a machine.

7. In the circumstances explained above, the Government of India consider that the Recommendation concerning the protection of power-driven machinery should not be accepted, but that the possibility of giving effect to the Recommendation concerning the prevention of industrial accidents should be examined. The members of the Standing Advisory Committee are requested to favour the Department with their advice as to the form in which the Resolution placing the two Recommendations before the Central Legislature should be moved.

Conditions of Labour

18

Railway Budget and Labour Welfare.

On the 17th February Sir George Rainy, Member for Commerce and Railways, presented the railway budget for the year 1930-31 in the Legislative Assembly. The revised estimate for 1929-30 is put at Receipts - Rs. 1048.8 millions, while the expenditure is put at Rs. 978.1 millions, leaving a surplus of Rs. 70.7 millions. The budget estimates for 1930-31 are put at Receipts - Rs. 1078.2 millions Expenditure - Rs. 999.4 millions leaving a surplus of Rs. 78.8 millions. Owing to the general trade depression, labour unrest in Bombay and very heavy floods in ^{some} parts of country, receipts from commercial lines are unlikely to come up to expectations, but notwithstanding, the reductions made in coal freights, should exceed last year's receipts by 3 ^{million} lakhs. This result is partly due to the purchase of the Southern Punjab Railway on 1st January and the heavy pilgrim traffic for the Kumbh Mela at Allahabad. The loss from strategic lines during 1930-31 ~~is~~ is expected to be Rs. 1.38 millions as against Rs. 18.1 in 1929-30. During 1929-30 there has been a substantial increase in the working expenses due partly to the cost of improving the conditions of labour and increase in interest charges. The cost of operation in 1929-30 is Rs. 6.6 millions higher ^{than was estimated} due to the engagement of additional staff to man new lines and to give effect to the Geneva and Washington Conventions. Considerable progress was made during 1929-30 in schemes for improving service conditions of the lower paid employees. The final result of 1929-30 is expected to be a gain from commercial lines of ^{Rs.} 70.7 millions, instead of ~~12~~ ^{Rs.} 112.5 millions anticipated when the

budget was framed. Of this surplus, £18.1 millions are required to meet loss on strategic *lines*

In presenting the budget, Sir George Rainy made detailed references to the endeavours of the Railway Board for the improvement of labour conditions in Indian Railways, and said that schemes for the welfare of the workers had a prior claim on surplus ~~revenue~~. He said that last year when presenting the railway budget he mentioned among the important matters to be examined in this connection were ~~the~~ rates of pay and wages, reductions of working hours, the extension of provident fund benefits to classes who do not at present enjoy them, and improvement in housing conditions. In order to make this examination possible, the Assembly agreed, on the recommendation of the Government of India, to the ~~creation of a new~~ appointment of ^{a *Labour*} Member of the Railway Board, who would be specially charged with responsibility for all matters connected with the welfare of the enormous staff employed by the railways of India. (See Page 31 of the report of this Office for March 1929.)

Speaking about the work accomplished by Mr. Hayman, the fifth member of the Railway Board specially appointed to look after labour welfare, Sir George Rainy said that his work fell under five principal heads relating to : (1) improvement in the service conditions of the staff generally, and in particular of the lowest paid employees; (2) the Indianisation of the railway services and the elimination of racial discrimination; (3) the revision of the cadres of the superior services and of the methods of recruitment; (4) the relations of the railway management with the organisations of workmen, and

(5) the preparation of material, so far as the railways of India are concerned, for the Royal Commission on Labour.

Under the head of Indianisation, Sir George said, ^{mention} ~~he~~ has to made of the effort to bring the Transportation (Power) and the Mechanical Engineering branches into line with the Civil Engineering and Transportation (Traffic) branches in the matter of Indianisation. During the year 1929-30 four Indians have been pointed to the Transportation(Power) Department and three to the Mechanical Engineering Department. The whole question of the elimination of racial discrimination was systematically studied during the year and fruitful action can be expected in the near future. Referring to the question of the improvement of conditions of the lowest paid railway servants, Sir George said that the steps taken by the Railway Board in this direction were largely based on the representations made by the deputation of the All India Railwaymen's Federation which waited on him in May 1929. The deputation attached great importance to security of tenure and ^a new set of rules has been issued which is expected to go a great way to meet the complaints made on this subject. Referring to leave rules, Sir George said that though the matter was under discussion since 1924, it was only after the addition of a new ² Member to the Railway Board that the subject could be properly tackled. The rules hitherto in force have been defective in two vital particulars. In the first place, the rules applicable to staff taken over with the East Indian, Great Indian Peninsula and Burma Railways when they were acquired by the State were manifestly open to the charge of racial discrimination, and, in the second place, the existing rules in force on the old State

Railways are liberal enough in theory but operated in practice to the prejudice of employees in inferior service, owing to the condition that the grant of leave must impose no extra cost on the State. The new leave rules have now been settled and are on the eve of publication.

All new recruits will come under the new rules and those at present in service will be given the option of electing to be brought under them. These rules eliminate the objectionable features involving racial considerations of the existing leave rules on the East Indian, Great Indian Peninsula and Burma Railways. So far as the inferior servants are concerned, the no-extra-cost condition is abandoned and the effect will be that a number of daily-rated employees, particularly in the workshops, will be admitted to privileges which they had not previously enjoyed. Instructions will be issued to Agents that where necessary in order to enable inferior servants and other subordinate staff to take the leave admissible under the new rules, additional staff must be recruited in order to form a leave reserve.

Referring to the question of hours of work and periods of rest Sir George Rainy said that a Bill intended to secure the application to railway servants in India of the 60-hour week and the weekly rest day provided for in the Washington and Geneva Conventions will come before the Assembly at an early date. Before the details of the ~~xx~~ scheme could be worked out, an immense amount of spade work had been necessary, the whole burden of which had fallen upon the Labour Member of the Board. The recurring expenditure which the scheme will involve will be not less than Rs. 5 millions per annum and may amount to as much as Rs. 6 millions.

It also necessitates the expenditure of something like Rs. 5 millions on the capital side, in order to provide quarters for the additional staff.

Other matters touching the welfare of railway labour which have been engaging the attention of the Railway Board, Sir George said were improvement in the service conditions of workshop employees, the acceleration of the payment of monthly wages, and subjects such as education, co-operative credit societies and the staff benefit fund. Of these, the most important was the subject of the revision of wages of the lower staff. Sir George said Mr. Haymen ^{in this respect} commenced his investigation on the Calcutta railways, and the principal question which he discussed with the Agents was the wage which should be paid to the lowest unskilled class of labour comprising gangmen, porters, bhistis, watermen, sweepers, etc. After the discussions with the Agents, a detailed scheme was prepared in the first instance for the Eastern Bengal Railway, and in broad outline this has been approved by the Railway Board, though certain details have still to be worked out. It has taken time to settle, because it was all important in the first case which came under consideration, to lay down the general principles which ought to regulate such matters, for if schemes are adopted without sufficient consideration, there is a very real danger that public money may be wasted. Now that the first scheme has been passed and the general principles laid down progress ~~now~~ should be much more rapid upon other railways.

Sir George, in closing this part of his speech, said that he wished it had been possible to present a memorandum to the House on the results achieved by the special ² Labour ² Member of the

Railway Board, but it was impossible to get such a memorandum into shape before the presentation of the Railway Budget. He expressed, however, his intention to submit ^{shortly} such a memorandum to the Central Advisory Council.

Referring to the question of the additional expenditure involved in giving effect to the various schemes for the improvement of labour conditions, Sir George said that the principal items were first, the cost of the additional staff required in order to secure compliance with the Geneva and Washington Conventions, the extra ~~expenditure~~ expenditure entailed by the schemes for the revision of the pay of the lowest staff, and by the need for the provision of extra staff which will be needed if the new leave rules are to given effect to. Sir George made it clear that if the Railway Board finds that the new schemes cannot be met without raising working expenses to a higher figure than is set down in the present budget, he will not hesitate to place supplementary estimates before the Assembly and ask sanction for additional expenditure.

(Summarised from Sir George Rainy's speech
introducing Railway Budget. Legis-
lative Assembly Debates Vol. I
No. 16 17-2-30.)

Labour Position in Bombay Textile Industry.

The Government of Bombay has recently published a Note on the plight of the textile industry of Bombay and the labour position in the City with particular reference to the textile industry. The following is a summary of the Note:- The census figures of 1921 show that 36.86 per cent. of the total population of the City were engaged in industrial occupations, and out of an industrial population of 433,417 no fewer than 133,988 were actually engaged in textile industries. The amount of capital invested in the textile industries of the City is not inconsiderable. The latest figures available (31-8-1929) mention 81 cotton spinning and weaving mills in Bombay island, representing a paid-up capital of ~~xxx76~~^{147.6} millions of rupees, of which 7 mills with a paid-up capital of 11.8 ~~xxxxx~~ millions of rupees are not working. This paid-up capital does not, of course, represent the actual amount of money invested in the industry. The block account of 73 companies which have been analysed amounts to Rs.275 millions. These 81 mills contain 3,451,000 spindles and 74,825 looms. The approximate quantity of cotton consumed during the year, in candies of 784 lbs. was 284,424 candies and the average number of hands employed daily was 130,000.

The well being of the industry depends on the maintenance of harmonious relations between capital and labour. During the eight years from April 1921 to the end of June, 1929, 738 disputes occurred in the Bombay Presidency of which 401 or 54 per cent. occurred in Bombay City. Out of 1,309,511 workpeople directly affected by these disputes 1,077,927 or a little over 82 per cent. were involved in Bombay City.

The total number of working days lost amounted to 54,000,000, out of which the time lost for Bombay City alone amounted to 49,000,000 working days. Out of the 401 disputes which occurred in Bombay City, 317 or 79 per cent. occurred in textile spinning and weaving mills; 19 or about 5 per cent. in metal and engineering concerns other than Railway workshops; 7 per cent. in Railway workshops; 7 per cent. in printing presses and allied concerns and the remaining 2 per cent. in miscellaneous concerns.

On January 1, 1930, there were 33 registered unions in the City, claiming a total membership of 144,230, in addition to 16 unregistered unions comprising 14,214 members. Of these unions, only five (all registered) exist in the Textile industry with a total membership of 58,246. One of these is the Bombay Girni Kamgar Union which claims a membership of 54,000; but ~~as will be explained below~~, this figure cannot be accepted as even approximating to the facts as they exist today. Of the remaining 4 unions, the largest is the Bombay Textile Labour Union with a membership of only 2,484. Next in order of numbers come the railways, including the railway workshops, but with these the Government of Bombay, so far as disputes rendering the use of the Trade Disputes Act necessary are concerned, have no direct concern because under the Trade Disputes Act The Government of India and the Railway Board are the authorities who appoint Boards of Conciliation or Courts of Enquiry in matters arising out of railways. Next come seamen, but there has been no dispute in this industry for some years and here again the Government of India, through the Shipping master are in closer touch with the industry than the local Government. The ^{engineering} ~~remaining~~ trade, apart from the railway workshops, is not organised; while another large industry -- ~~that~~ connected

with the oil companies -- also has no effective trade unions, although there is one trade union registered.

After pointing out the present parlous condition of the textile industry and the recalcitrant temper of textile labour in Bombay, the Note makes the following practical suggestions:- (1) It has been suggested that as trade union leaders are, for the most part, ignorant of the technicalities of the trade from which the members of the Union are drawn, the Trade Union Congress or the General Federation of Trade Unions in England should be asked to send out a man knowing the technicalities of the textile trade, who would be paid either by Government or by the industry and would not only represent the millhands in negotiations with individual employers or the Millowners' Association, but should also be a ~~sort of~~ sort of permanent labour representative to sit on Boards of Conciliation or Courts of Enquiry, or preferably, Boards of Arbitration. ~~(2) The Trade Union Act~~ This suggestion is not feasible, but it might be possible for the General Federation of Trade Unions in conjunction with organised labour in India to arrange for one or two workers of the right type to study the organisation of trade unions in England. (2) The Trade Union Act should be amended so as to vest the Registrar with greater powers of supervision and intervention. It is possible that if the Registrar of Trade Unions were vested with powers of inspection and possibly of audit, such a measure would assist trade unions -- as it has already assisted co-operative societies -- in getting on to sounder lines. (3) Another amendment of the Act which appears desirable is the extension of the powers of cancellation. It is unsatisfactory that a union which wilfully infringes its own by-laws and which seeks objects other than those for which it was registered cannot be cancelled, but continue to enjoy

immunities which it ought not to possess. It is also for consideration whether the Registrar should not be vested with power to ascertain the correct membership of a union. (4) Government would welcome and would do its best to foster the growth of strong trade unions in Bombay which would genuinely set to work to solve the economic problems of the workers not forgetting the economic problems of the industry and will use the machinery of the Trade Disputes Act on any major occasion for the information and guidance of the public. (5) A case has been made out for protection against foreign competition. The present depression in the Bombay textile industry is economic rather than political and labour disputes are largely the result of the depression, not its primary cause. At the same time the reorganisation of the industry and the promotion of a more healthy atmosphere within it are the preliminaries essential to economic recovery. ~~And~~ ^{It} is agreed that these must be the conditions upon the satisfaction of which must depend the imposition of any protective tariff. Such a tariff must be carefully devised not to bolster up indefinitely uneconomic mills, but simply to give the industry a breathing space in which it may effect its reorganisation, and after a suitable period the tariff should be withdrawn ~~in~~ if necessary.

(Times of India, 25-2-1930).

G. I. P. Railway Strike.

At pages 31 to 34 of the report of this Office for January 1950 reference was made to the strike declared by the G.I.P. Railwaymen's Union on 4-2-30. The men's demands and the management's attitude have been set forth in this Office's last month's report. The strike is dragging on in spite of the attempts made by the All India Railwaymen's Federation to bring about a settlement.

On 13-2-30 Mr. N.C. Kelkar moved an adjournment motion in the Legislative Assembly to discuss the situation arising out of the strike and the attitude of the railway administration towards the strikers. The motion, however, fell through as a sufficient number of members did not favour leave being granted for discussion of the motion.

In response to a requisition from the affiliated unions a meeting of the General Council of the All India Railwaymen's Federation was held at Nagpur on 23-2-30 to consider the situation arising out of the strike. It was decided at the meeting that a deputation of the All India Railwaymen's Federation should meet Sir George Rainy (Member for Commerce and Railways) to place before him the demands of Indian railway workers generally, including those of the G.I.P. Railway workers. Accordingly, a discussion took place at Delhi on 28-2-30 between Dewan Chaman Lall, Mr. V.V.Giri and Mr. S.C.Joshi (representing the All India Railwaymen's Federation) and Sir George Rainy, Mr. Russel, Mr. Parsons and Mr. Hayman of the Railway Board.

Mr. Chaman Lall, who was the spokesman of the Federation, placed a statement on behalf of the G.I.P. Railway strikers urging that, in order to allay discontent, no striker should be victimised and that strikers be reinstated in their jobs without break of

of service and steps be taken to reinstate Messrs. Purandare, Kulkarni and Gajre, who are alleged to have been victimised for Union work. He also urged an immediate announcement of the leave rules, revision of pay, redress of grievances of workshop workers and engineering gangmen, etc. In the alternative, Mr. Chaman Lall asked that on the re-appointment of strikers, a conciliation board should be appointed to deal with all matters in dispute provided that, before the Board is appointed, the strikers should be given wages for the strike period after February 6.

He also set forth demands of a general nature affecting all railways. These were: Recognition of the A.I.R. Federation as the body to be consulted by the Railway Board in all matters relating to the service conditions of employees; that within a fortnight the Federation should know the action taken or proposed to be taken on the grievances represented by a deputation in May, 1929; and that, in the event of the Government and the Federation not coming to agreement there should be a board of conciliation for the settlement of any matters in dispute.

(Pioneer.- 3-3-30).

Sir George Rainy in reply said the Railway Administration would not refuse to take into service any employee merely because he went on strike. Every employee who offered to return to duty before March 15, 1930 would be allowed to do so, provided that the post he held when he proceeded on strike had not been permanently filled and provided that he was not discharged for other reasons than striking. Each such employee would be offered the first refusal of employment in the same, or in a corresponding position to that which he held when he proceeded on strike.

In connection with vacancies which occur in future on the Great Indian Peninsula, East Indian and North-Western Railways, the period of absence on strike, and the period an employee is kept out of employment for want of a vacancy will not be considered interruption of duty for leave or gratuity, but it will not count as duty for leave or gratuity. No pay will be granted to an employee for the period during which he was absent on strike or is kept out of employment for want of a vacancy.

Alluding to the Union officials mentioned, Sir George Rainy said that Mr. Kulkarni must first obtain a medical certificate of fitness for work as required and the Agent would be asked to report in the case of Mr. Gajre. But the services of Mr. Phurandare could not be entertained as he had been dismissed for absolute defiance of orders of the Railway administration.

Revised leave rules applicable to all Railway establishments of State-managed railways, including the G.I.F. had been published and the Government hoped to announce revised scales of pay for the lower paid establishments of the G.I.F. Railway before the end of March. The scales of pay of the workshops employees would be examined as quickly as possible with a view to removing any

real grievance.

The Government agreed to keep the Federation informed of all orders of a general nature issued by the Government regarding the service conditions of the employees and the Railway Board would be instructed to meet twice a year, a deputation of the Federation to discuss important general questions. Examination of the question of the suitability of the rates of pay for the lower paid employees was now well advanced and revised rates of pay for the Eastern Bengal and the G. I. P. Railways would be sanctioned before the end of March. The Government would supply the Federation by the end of March 1930 with a statement showing the action taken, or that is to be taken, on each of the separate demands put forward by the Federation in May last. The question of the appointment of a conciliation board must be reserved for consideration on the merits of any particular dispute.

(Pioneer.- 3-3-30.)

The representatives of the Federation had ~~signed~~ ^{signed} in a document dated 26-2-30, secured the consent of Mr. Ruikar, the President of the G.I.P. Railwaymen's Union, to call off the strike if the following conditions were agreed to by the authorities :-

- (1) In order to allay the discontent in the G.I.P. Railway no strikers will be victimised and the strikers will be reinstated in their original jobs without the break of service and steps will be taken to reinstate Messrs. Purandare, D. B. Dulkarni and Gajre, who are alleged to have been victimised for union work.
 - (2) An immediate announcement as regards detailed schemes as regards leave rules, revision of pay of the lower paid staff, etc.
 - (3) Immediate action as regards the grievances of the workshop workers and engineering gangmen.
 - (4) Future consultation with the Federation as regards other demands within an early period. Or, in the alternative, the condition in (1) as regards reappointment of strikers to precede the appointment of a Conciliation Board with the wages of the strike period after February 6th.
- The first demand No 1 was modified by Mr. Ruikar in a second signed document dated 26-2-30.* (Pioneer.- 6-3-30)

*It is agreed that the cases of the following gentlemen will be considered along with the other demands :- viz. Mr. Purandare, Mr. D. B. Kulkarni, and Mr. Gajre. It is agreed that as many of the strikers as possible will be reinstated immediately without break of service and those that are not thus reinstated on the ground that their vacancies have been permanently filled, will be ultimately absorbed without unnecessary delay which shall not exceed a period of three months from the date of return to work. (Pioneer 6. 3. 30)

As these demands were conceded in Sir George Rainy's reply, it was thought the strike would be called off, but Mr. Ruikar in a statement issued to the press on 3-3-30 went back on his agreement and repudiated the authority of the ^{deputationists} to make terms

on behalf of the G.I.P. Railwaymen's Union and refused to call off the strike until "an honourable settlement" has been arrived at (Pioneer 5-3-30). Dewan Chaman Lall in a statement issued to the press in reply to Mr. Ruikar's statement maintained that he had ~~signed documents~~ from Mr. Ruikar embodying the main terms on which Mr. Ruikar was willing to call ~~off~~ ^{off} of the strike and demonstrated by detailed references to Sir George Rainy's reply that the ^{demands} ~~terms~~ of Mr. Ruikar have been granted. He held that Sir George's terms were honourable and satisfactory and that Mr. Ruikar had no justification to go back on his word.

Under the leadership of Mr. Ruikar the strike is still going on, nominally at least. A large majority of the men has returned to work and normal train services are being run. According to the Times of India of 10-3-30, the handful of workers still ^{on} ~~striking and~~ have resolved to resort to Satyagraha (passive resistance) from the 15th March.

Abolition of slavery in Unadministered Triangle
Area, Burma.

Two Triangle Expeditionary parties were sent during 1930 ^{by} the Government of Burma and are still engaged in releasing slaves in the Unadministered Triangle area (Burma). A report from one of the parties shows that a great majority of the released slaves have built houses of their own, though a small number are still living with their previous owners. The released slaves are contented and happy and quite friendly.

(Pioneer.- 8-3-30.)

B.B. & C.I. Dispute; Conciliation Board's Report.

At pages 23-24 of the report of this Office for January 1930 reference was made to a dispute between the employees in the Parel Workshops of the B.B. & C.I. Railway and the management regarding the transfer of the workshop to Dohad and the appointment of a Conciliation Board to settle the dispute. It is now understood that a report mainly in favour of the workmen has been made by the Conciliation Board. The board consisted of Mr. Bepin Behari Ghose, ex-Judge, Calcutta High Court, (Chairman), Mr. Jannadas Mehta, representing the workers, and Mr. Collins representing the railway. It is stated the first two, forming a majority, have recommended that the transfer to Dohad should not involve any reduction in the wages^{as} proposed by the railway. The majority, however, turn down the 20 per cent increase demanded by the workers as compensation for transfer. Mr. Collins disagrees with the majority and upholds the company's proposals, the chief of which is that a 20 per cent cut in the wages is justified by the lower cost of living in Dohad. The workers' case is that cost of living in Dohad is not lower than that in Bombay and further they would be deprived at Dohad of the many social amenities available in Bombay. They therefore opposed the reduction made and put in a counter-demand for a 20 per cent rise.

(Hindu.- 12-2-30)

(B.B. & C.I. Railwayman.- 15-2-30)

Labour conditions in the Annamalai plantations.

A memorandum on conditions of labour in the Annamalai plantations (South India) has been submitted by Mr. C.V. Venkataramana Iyengar to the Annamalai Planters' Association. The memorandum is based on the evidence Mr. Iyengar collected during his visit to the Annamalai Plantations on 8th and 9th January 1930. Mr. Iyengar visited about twenty-five estates during his tour, and he made an examination of the coolylines, factories and schools in the estates. A summary of the memorandum is given below:-

Number of estates:- There are about thirty estates in the Annamalai hills each with a cultivated area of about 1,000 acres in the average. Practically all the available forests fit for tea cultivation have been taken up on darkhast and in a few years there will be practically no big trees in the district. Fears have been expressed in several places that the removal of forests is likely to reduce the rainfall. The planters themselves, however, say that on a comparison of the present rainfall with that of 20 years ago, there seems to be very little difference and therefore, they say, the conversion of forests into estates does not materially affect the rainfall. Mr. Iyengar is not in a position to express ~~his~~ decided opinion on this matter.

Health and climatic conditions:- The Annamalai Hills are very unhealthy and there is a high rate of sickness among the ~~coolies~~ cooly population, though the death rate has been considerably reduced since the year 1924. The chief diseases that are prevalent on these hills are malaria, influenza and pneumonia and consumption, diarrhoea and dysentery, guinea-worm and hookworm. Luckily, cholera and small-pox do not appear very often and therefore there are practically no deaths due to them, but the chief diseases that carry away large number of victims are consumption, influenza, and pneumonia which very often results from influenza. Every estate has got a hospital or at least a dispensary and some of the hospitals are very well-equipped. There is in the district a fairly good number of medical officers while the other practitioners have good experience to their credit. Mr. Iyengar believes that one of the chief sources of illness in the estates is bad water. The whole atmosphere may really be said to be full of malaria germs and that in several places hookworm is also present to a very large extent.

Coolies and their wages:- The cooly population of the Annamalai district is about 25,000 at the average rate of one cooly per acre under cultivation. The wages have remained stationary for the last 7 or 8 years. Every man is paid 7 annas a day and every woman 5 annas in 11 estates excepting in some rare places where, as in the Wynads some ~~male~~ male coolies engaged in some special works get 8 annas a day.

There is very little work done on Sundays, though in some cases such as hospital work, etc., a few people work on Sundays and even then get 7 annas each. Children who are able to work get 3 or 4 annas a day according to their age. Many people who are allotted some work for the day are able to finish their work before 2 or 3 in the afternoon but unlike in Wynaad no extra work is generally given to them afterwards for the remaining portion of the day.

Women and Children on the estates:-

~~Children above six months~~ Children above six months of age who are not old enough to go to any work are given 4 annas a week as against 3 annas generally given in the Nilgiri-Wynaads. A general practice is observed in many estates by which all such children have a common creche and get a full meal at midday and in most of the estates they get in addition 2 annas a week for their night meal. The cost of supplying one meal for about 50 or 60 children together does amount even to 2 annas per head per week and that means every child getting a midday meal costs not more than $3\frac{1}{2}$ pies a day. In some estates, children who are able to work are allowed to work half a day only, in which case they are also given at the school a free midday meal after which they attend the school for the second half of the day. Those who gather tea leaves are paid 3 pies per pound without any minimum or maximum being fixed. In the season of scarcity the women get generally 4 or 5 annas but in time of full crop many women are able to get Re. 1 on the average and even sometimes up to Rs. 2 in some rare cases. On the whole Mr. Iyengar recommends that an increase of one anna or at least half anna in the daily wages might be given in view of the fact that the coolies in Coimbatore and other places get 8 annas per man and 5 annas per woman.

Education:- Practically no ^{good} school exists in the Anamalai district. There is a good practice as mentioned earlier in one or two estates of allowing children capable of working to spend half a day in the schools getting some education with a midday meal freely supplied by all the estates. This is a very good thing and if it is ~~x~~ followed by the estates on a large scale, the attendance will be encouraged very much, though no doubt the maistries are generally against these schools as they are likely to reduce their earnings.

Births and deaths:- The death rate has been brought down to about 14 or 15 per thousand on most of the estates. Apart from the improvements made as regards sanitation, etc. on the estates, there are other causes that have contributed to bring down the death rate. One of these is the fact that very few old men remain on the hills and the death registers show that deaths of people over 60 years are very rare. Another cause is the fact that women who are pregnant mostly go to the plains for confinement and come up only when they find their children beyond danger. All estates now keep regular birth and death registers and ~~xx~~ are therefore able to have more or less correct records. There is a very good rule under which the estates give in every case of birth or death a bonus of Rs. 5 in most cases, of Rs. 3 in some cases and of Rs. 2 in one case. In the case of births ^{the}, however, there is another rule which is generally more honoured in breach than in the observance, that the birth bonus is not given unless the child lives for 15 days at least.

The Drink Evil:- While the coolies are, practically all of them, Adi-Dravidas addicted to much drinking in their villages, the drink evil itself may be said to be practically absent from the hills. There is

no liquor shop of any kind whatever anywhere on the hills and the one licence that has been granted for the sale of foreign liquors, has been cancelled and even Europeans have to get their drinks from the plains. Though as a rule there is no drink available on the hills, a practice has grown up for the planters to bring some arrack once in a year from the plains and supply it free to the coolies as Christmas and at Pongal seasons. Even in this matter most of the estates in the district have stopped the distribution at the Pongal time, but give a small quantity of arrack to every cooly during Christmas week alone.

Suggested Improvements:- (a) Housing conditions and sanitation. The European planters have opened up a large area which was originally inaccessible and they deserve all possible encouragement. Though it was originally very difficult to get coolies, people from the plains voluntarily go now to the estates in sufficient numbers on account of the steady work and wages available there and the kind treatment generally accorded to them on the estates though the place itself is not quite congenial to them. There are several disadvantages for the coolies such as heavy rains, cold climate and unhealthy soil and all possible improvements should be made to better their position. Though much has been done in this direction, good deal more remains to be done without delay. The whole district is very unhealthy and all coolies, especially new arrivals, suffer much from illness. Precautionary steps are being taken but more should be done to improve the general health and strength of the coolies who are weak and ill-fed, illiterate and indifferent. Much work has been done by way of improved accommodation and new houses are built on a large scale according to revised ~~plan~~ plans. Some houses might be built with greater space than the present ones so as to be given to bigger families, ~~and that additional rooms may be built soon.~~ Steel roofing is to be preferred to tiles. Attempts should also be made to provide yards in front of houses with stone paving as well as masonry drains. There are only a very few lines provided with latrines. Every line should have one or two latrines according to its size. They may be either ordinary latrines to be cleaned every day by regular scavengers or they may be pit latrines removed from place to place once a year or two. All latrines should be provided with stone or steel walls above ground and steel roofing.

(b) Food arrangements:- The question of good water supply for drinking purposes is very urgent and a regular pipe system though it is likely to be costly is very much to be desired. Though the weekly supply of rice is fairly sufficient if it is properly used, the sum of 4 annas given for all other expenses is not sufficient. This may be increased to six annas and arrangements should also be made to supply freely, if possible, some vegetables and gingelly oil. An experiment should also be made at once to arrange for common meals in which case the coolies should get a khanji (rice gruel) or a meal at mid-day and a meal at night.

(c) Education:- There are practically ^{good} no schools at present in almost all the estates and attempts should therefore be made at once to open up one or two schools in every estate. Children unfit for field work may be given ~~tuition~~ ^{education} in the morning, and the children able to work in the afternoon, and a midday meal should be given to all children between the two periods. Night schools should be opened on a larger scale to give some education to adults. In this matter there is no

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reason at all as to why the Government also should not contribute towards all day and night schools in the estates and their ~~Association~~ ^{Association} should at once consider the desirability of asking the Government either in the Local and Self Government department or in the Labour department to render financial help to all schools in the district.

(d) Improved amenities:- The question of improvement of swamps is very important as they contribute largely to the unhealthy state of the district. Experiments should on a large scale be made to take up agricultural operations to raise valuable crops such as arecanuts or sugarcane and food grains such as rice, ragi or wheat as well as gingelly. In any case arrangements should be made to take up agricultural operations to raise vegetables and to distribute them among coolies with a condition that they should on no account sell them, but should use them for purposes of their own food. No drink should be available to the coolies at any time, and the present practice of distributing some arrack freely to the coolies once a year should be stopped and instead of that every cooly should be given one rupee as a present for the Christmas or Pongal. All possible efforts should be made to make the coolies as happy and ~~satisfied~~ contented as possible with a view to make them stay as long as possible on the estates and induce them to return to the hills even if they go to the plains.

(Hindu, 12-2-1930)

The publication of the memorandum has been followed by a controversy in the press between Mr. B. Shiva Rao and Mr. Iyengar. A letter from Mr. Shiva Rao in the Hindu of 18-2-1930 alleges that Mr. Iyengar is an employer, that Mr. Iyengar's tour of inspection has been a "shepherded" tour and that his report has a bias in favour of the employers. Mr. Iyengar in a letter appearing in the Hindu of 22-2-1930 refutes these allegations.

Factory Administration in Madras, 1928*

There were 1,381 factories on the registers at the beginning of the year. 122 factories have been registered during the year. 23 factories have been removed from the registers. Thus there were 1,480 factories on the registers at the end of the year. Of the 1,480 factories, 1,059 are perennial and 421 are seasonal. Ninety-seven of the perennial and 318 of the seasonal factories are connected with the cotton industry. 1,393 factories were in commission during the year and the remaining 87 were closed.

Number of operatives.- The average daily number of operatives employed in the 1,393 factories that were in commission during the year under report was 136,973 as against 134,074 during the previous year. The increase is due to the increase in the number of factories. 31,036 were employed in cotton spinning and weaving mills and 5,845 were employed in jute spinning and weaving mills. The total number of women and children employed during the last 3 years were :-

<u>Number of women and children.</u>				<u>Women.</u>	<u>Boys</u>	<u>Girls.</u>
1926	...	...	...	27,096	3,746	2,095
1927	...	...	...	30,860	4,253	2,455
1928	...	...	...	32,095	4,091	2,275

The increase in women and the decrease in child labour is due respectively to the increase of factories and to the employment of adult labour in preference to child labour owing to the rigid enforcement of the provisions of the Act in respect of child labour.

Certification of children.- The number of certificates issued during the year was 7,159 as against 7,324 in 1927. The certification was satisfactory. However there were ten cases of violation of the provisions of section 23, prosecutions were instituted and convictions were obtained.

Inspections.- Of the 1,393 factories that were in commission during the year as against 1,301 in 1927, 362 factories were inspected once, 576 twice, 339 thrice and 92 more than thrice. The number of inspections therefore was 2,916 as against 3,293 during the previous year.

* Report on the Working of the Indian Factories Act, Act XIII in the Madras Presidency for the year 1928 issued in G.O. No. 1087, dated 27 June 1929 of the Development Department of the Government of Madras. ^{17/1911}

Health, Sanitation and Housing .- The health of the operatives was generally good. As cholera in epidemic form broke out near a factory in Vizagapatam district the factory had to be kept closed for eleven days; malaria ~~is~~ being well fought out by the medical authorities in the ~~the~~ ~~plant~~ planting districts. The cleanliness of ~~the~~ factory premises and their surroundings was well maintained. Wherever necessary orders were issued which were promptly carried out by the management. In addition to the housing accommodation provided in 191 factories reported already, 20 factories provided housing accommodation during the year.

Wages.- As compared with the previous year there was an increase in the wages paid for skilled labour in eleven cases and a decrease in nine cases. In unskilled labour there was an increase in three cases and decrease in two cases. Daily wages for male skilled labour ranged from Rs. 7-6 for cotton spinners to Rs. 1-12-9 for engine-drivers, and ~~Rs.~~ for unskilled labour from Rs. 7-3 to Rs. 11-9 for men and from Rs. 4-8 to Rs. 6-2 for women.

Strikes.- There were seven strikes during the year. One in a weaving and another in an umbrella factory in Malabar; one in a manure works in North Arcot; two in a jute mill in West Godavari; and two in Madras, one in a leather baling press and another in a printing press. Four were due to demand ~~for~~ increase of wages, etc., one for an increase in output of work, one due to stoppage of annual presentation of clothes, and ~~in~~ one to increase in the working hours. In addition to the above there was a general strike of the works of the South Indian Railway in Coimbatore, South Arcot, Tanjore, Madura, Trichinopoly, Malabar and the Nilgiris districts. The total strength affected was 2,959 of which the number actually struck work was 2,335. In two cases the employers agreed to the demand of the strikers; in one case the employers agreed to (a) give an increase of 12½ per cent to those that were earning less than Rs. 20 and (b) to grant sick leave on half pay to a limit of 14 days on an approved medical certificate; in one case the strikers resumed work under the employers' conditions; in three cases the strikers returned to work unconditionally.

Accidents.- There were 1,358 accidents during the year as against 1,233 in the previous year. Of these 12 proved fatal and 258 were classed as serious. But the majority of the latter were classed as serious because the injured persons stayed away from work for a period of 21 days or more and only 57 resulted in serious bodily injury. Six of the fatal and 102 of the serious accidents were caused by machinery moved by mechanical power. The majority of the accidents, as usual, occurred in railway workshops. Careful measures are being taken to educate the men in ordinary ~~prudence~~ prudence.

Welfare work.- The conditions reported in previous years continued. In tea factories either dispensaries are provided in charge of qualified persons or hospitals are provided for a group of estates. These are intended for the use of estate coolies and those working in factories. ~~In a factory in West Godavari district, Government Health Inspector attends and gives lantern lectures~~

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Industrial Organisation
Employers Organisations.

Federation of Indian Chambers of Commerce and Industry.

The third annual meeting of the Federation of Indian Chambers of Commerce and Industry was held at Delhi on 14, 15 and 16 February 1930 under the presidentship of Mr. G. D. Birla, the President of the Federation. Reviewing the past year, Mr. Birla said that it had seen a positive set-back so far as industry was concerned and traced the cause of the depression to the fiscal policy of the government and the 1sh 6d exchange ratio.

Mr. Birla made India's foreign debt, which according to him stood at £1,000,000,000 the main theme of his address and pointed out :-

- (1) that India was ^a debtor country with large foreign liabilities;
- (2) that this country's present resources are not adequate for a due discharge of its obligations;
- (3) that due to India's failure to fully discharge our annual obligations, its liability is increasing at a frightful pace;
- (4) that unless the country is to court disaster, the situation demands the maintenance of a large surplus of net exports to enable it to discharge its annual obligations and pay off, if possible, a portion of its debt;
- (5) that the maintenance of such a surplus is only possible by giving impetus to the country's productivity, and
- (6) that India's present fiscal policy can never give the needed impetus to its productivity as it is not designed to that end.

The Viceroy, in the course of his speech said he was glad to note the spirit of increasing co-operation between British and Indian firms as evidenced by the admission of Indian firms to commercial organisations in London. He admitted that the immediate industrial outlook was industrial gloom and said that the depression in Indian trade was part of a world-wide depression

He referred to the scheme for the appointment of Trade Commissioners at Hamburg, Milan, New York, Alexandria, Durban and Mombasa and hoped that trade would be stimulated thereby. Referring to the relations between capital and labour, he said that while it was essential that the workmen should realise the difficulties of the employers, it was even more essential that employers should sympathise with the aspirations of labour and should regard as one of the first charges industry not merely the payment of a minimum wage, but a wage which will enable a workman to take a pride in his work and lead a fuller life.

After the speech of the Viceroy the business^{session} of the Federation commenced. Attention has to be specially drawn to the resolution re representation of India at the International Labour Conferences. The resolution on this subject as it was originally drafted was as follows:-

(a) Whereas the Government of India appointed a non-national as adviser to Indian Employers' Delegate for the 13th International Labour Conference held at Geneva in October 1929 in contravention of the names submitted by the Federation in that regard, the Federation vehemently protests against the said appointment and trusts that in future only Indian nationals will be chosen to represent Indian Employers in the capacity of Delegate and Advisers.

(b) The Federation has learnt with great surprise that the Credentials Committee of the International Labour Conference has seen fit to accept the nomination of a non-national in the composition of the Indian Employers' Delegation inspite of the protests of various Indian Chambers of Commerce and inspite of the definite principle of National representation underlying the relative clauses of the Treaty of Versailles.

(c)(i) The Federation strongly protests against the efforts of a delegate of the Government of India to the 13th Session of the International Labour Conference to create an impression that negotiations with Indian and European Chambers of Commerce were being conducted to arrive at an amicable settlement on the question of the constitution of the Indian Employers' Delegation to the International Labour Conferences.

(ii) The Federation condemns such efforts based upon incorrect statements as the Federation does not know of any such negotiations, the more so as it is totally opposed to the underlying insinuation that the opinion of the European Chambers of Commerce in India counts in this connection whereas it has no value whatsoever.

As part (b) of the above resolution cast a reflection on the decision of the Credentials Committee, the Director of this Office

in a letter to Mr. Birla brought out the following facts:- Both at the 1929 conference, as also at the 1926 conference when the credentials of Sir Arthur Froom were challenged, the Credentials Committee has maintained the same position, namely, that representation at the Conference implies the representation of national elements. The Government of India which has full authority to decide who is a national and who is a non-national of India, has in this case decided Mr. Browne is an Indian national and the Credentials Committee has no right to question this exercise of the sovereign powers of the Indian Government. It is, therefore, clear that, whatever might have been the sympathies of the Credentials Committee - and it has not concealed its sympathies - it was obliged under the Treaty to ~~do so~~ decide as it did. The body which is really responsible for the presence of non-nationals at Geneva is the Government of India and not the Credentials Committee. Under the above circumstances, the Director of this Office requested that part (b) of the above resolution should be deleted.

In response to this request the original resolution was changed and the following substituted in its place:-

(i) The Federation notes with regret that the Government of India appointed a non-National as Adviser to the Indian Employers' Delegate for the 13th International Labour Conference held at Geneva, and lodges its emphatic protest against the said appointment and trusts that in future only Indian Nationals will be chosen to represent the Indian Employers at such Conferences.

(ii) The Federation notes with regret the statement made on behalf of the Government of India to the 13th Session of the International Labour Conference that negotiations with Indian and non-Indian commercial bodies were conducted to arrive at an amicable settlement on the question of the constitution of the Indian Employers' Delegation to the International Labour Conference, as according to the Treaty of Versailles non-Nationals are not entitled to representation at such Conferences.

The resolution was moved by Mr. Jadunath Roy.

Mr. S.N. Haji moved an amendment to the resolution, which sought to express the opinion that the Credentials Committee at Geneva was mainly influenced in its decision of Mr. Brown's case by the information supplied by the Government delegate and a desire was expressed that a suitable modification of this decision be made when correct information came into the possession of the Credentials Committee. Mr. Haji said the time for mere protests had gone by and they should now take suitable steps to inform the International Labour Office how the Government of India and the Secretary of State were misusing their powers given by the Treaty of Versailles in the interests of vested interests in the country.

Mr. B. Das seconded the amendment. [Mr. Hussanbhai Lalji who seconded the original resolution felt their fight should be with the Government of India and not with the Labour Office at Geneva. He also repudiated the suggestion made at Geneva that the Indian commercial bodies were consulted for an amicable settlement of the question of the employers' representation. Concluding, he said the Federation was not in possession of full facts to say the Credentials Committee was influenced by the Government delegate in deciding the case of Mr. Brown.

Sir B.N. Mitra, speaking on behalf of the Government, said the issue raised the question whether the Treaty of Versailles laid down the stipulation regarding the representation of a country by nationals. He said it was held by the Credentials Committee that the right to determine the national~~s~~ rested in the sovereign power of a Government. He could not say what would the future Government of India be, but as long as the present Government remained, and it was ^a properly constituted Government, it gave equality of rights to Indians and Europeans as British subjects. Mr. Brown had equal rights as Indians in India and

and he was entitled to stand for the Legislative Assembly and as such he could justly represent employers at Geneva. The whole resolution hinged on the interpretation of the word "National", which he felt was misinterpreted by the Federation under the present constitution of the country. The resolution also urged the Government of India to dictate to the Credentials Committee, which, he said, the Government could not do. Regarding consultation with the Indian commercial bodies for an amicable settlement, Sir B.N. Mitra said it was sufficient if the President of a body was consulted. The Government could not consult each and every individual member.

Sir Purshotandas Thakurdas thoroughly disagreed with Sir B.N. Mitra on the interpretation of the word "National". He said they had a strong case and he was sure very soon the Government would look at the question from their point of view. Preceding, he said, the Credentials Committee was only a judicial body and had no voice in the matter of deciding the question before the house. He was sure they gave their verdict in the case of Mr. Brown with absolute impartiality. He, therefore, disapproved of the amendment. He said their purpose would be served if they could tell Geneva that they disapproved of the action of the Government of India. This could be done by a resolution.

Mr. Haji ultimately withdrew his amendment and the resolution was carried.

Among the more important of the other resolutions passed by the Federation are the following:-

A resolution requesting the Government to take early steps for the establishment of a Jute Grading Board on the lines of the Phillipines Grading Board for hemp. (Speaking on this resolution, Sir Frank Noyce explained that the Government had already decided to establish a Central Jute Committee on the lines of the Central Cotton Committee.

A resolution deploring the halting and ineffective attitude of the Government with regard to the full and final adoption of the Rupee

tender system and urging that the Indian Stores Department in London be made a branch of the Indian Stores Department and be controlled from India and all purchases of imported materials be made through the Indian Stores Department.

A resolution urging the Government to institute a thorough and comprehensive inquiry into the question of the development of the inland water transport.

A resolution urging the Government to amend the constitution⁴ rules regulating the Port Trust Boards in Indian ports, whereby the Chairman should be a non-official Indian and 75 per cent. of the members of the Board should be Indians, elected by the commercial and other important bodies.

A resolution protesting against the method adopted by the Government of India in connection with its nomination at the Imperial (Merchants' Shipping Legislation) Conference held in last October in spite of the definite recommendation of the Federation that the Government of India should nominate thereto a non-official Indian who could command the confidence of the commercial community. The Federation resolved that any decisions arrived at by this Conference and confirmed on behalf of the Government of India by the parties in whose nominations the Federation had no hand, would not be binding on India.

A resolution drawing the attention of the Government to the harmful effects of the 1sh. 6d. exchange ratio running as follows:- "The Federation wishes to draw the attention of the Government to the alarmingly serious economic situation of the country, particularly in the sphere of agriculture trade and industry. The Federation is convinced that the present unprecedented depression is very largely due to the persistence of Government in maintaining the value of the rupee at 1sh. 6d. Such action on the part of the Government has been responsible for the policy of continuous deflation, which has caused not only unnatural tightness in the money market and reduced the holding power of the people, but distinct loss of confidence in Government credit. The Federation is alarmed and feels such a policy, if continued may cause complete dissipation of the slender gold resources at present held in the Paper Currency and Gold Standard reserves on the one hand and the swelling of India's foreign liabilities on the other and may lead eventually to the inconvertibility of paper currency. The Federation, therefore, earnestly warns Government against the grave danger which such a policy is fraught with and suggests, that to save the country from the dire consequences of such a policy, it is imperative that the situation be reviewed without delay. The Federation reiterates that the only ~~people in the currency and credit~~ way of restoring the confidence of the people in the currency and credit of ~~people in the currency and~~ the country lies in the establishment of a real gold standard with a free gold mint and gold currency and suggests rigid adherence to a policy, which may be ~~via~~ calculated not only to conserve our recent gold resources but to strengthen them."

A resolution recording that the Federation views with alarm the serious depreciation in the value of silver, caused by Government's sales, which has seriously affected the value of savings of the masses of India and the Federation considers it imperative that the Government of India should stop further sales of silver.

A resolution recording the Federation's deep disappointment at the failure of the Government to give effect to the following repeated demands of the mercantile community with ~~the~~ regard to the amendment of the Indian Income Tax Act and urges upon Government to comply with the same: (A) To amend the Act so as to provide for a set off for the losses sustained in any one year against the profits against the profits of six subsequent years: (B) to amend Section 42 and 43 of the Act to free a commission agent in British India from obligation to pay income tax on profits or interest, accruing to non-resident principals. (This resolution was withdrawn)

A resolution on the Coastal Reservation Bill worded as follows:- The Federation is definitely of opinion that the policy underlying the Coastal Reservation Bill, now before the Legislative Assembly, is not based either on confiscation or racial discrimination, as is alleged by interested parties, and particularly deplores the ~~conduct~~ attitude of speakers on behalf of the Government of India, who have ~~been~~ thought it proper to endorse the view. The Federation, therefore, strongly supports the Coastal Reservation Bill now before the Legislative Assembly, a bill, the underlying principle of which has been fully endorsed by the recommendations of the Indian Mercantile Marine Committee for the reservation of coastal trade in India to vessels owned and controlled by Indians and records its deep appreciation of the support given to it by members of the Assembly and trusts that the Bill will be placed on the Statute Book in due course. The Federation urges the Government of India to devise ways and means for encouraging the participation of Indian vessels in the over-seas trade of the country and to take early steps for the development of the shipbuilding industry in India. The Federation while welcoming the establishment of an Indian Mercantile Marine Training Ship "Dufferin" in Bombay, urges that another training ship be stationed for the Bay of Bengal and also urges upon the Government of India to make it obligatory on ships plying on the coast to give preference in employment of their officers to those who obtain the necessary certificate of competency after undergoing training on the training ship. The Federation objects to the deferred rebates system and calls upon the Government of India to take immediate steps to abolish the same without any further delay.

A resolution urging protection for the cotton industry worded as follows:- The Federation is deeply concerned at the continued depression in the cotton textile industry and urges the Government to give immediate and effective measure of protection to the industry and avert a grave irreparable injury to a national industry of India.

Lala Shri Ram (Delhi) was elected President of the Federation for the year 1930.

Indian Committee of International Chamber of Commerce.

The first annual meeting of the Indian Committee of the International Chamber of Commerce was held ^{at Delhi} on 14-2-30 with Sir Purshotamdas Thakurdas in the chair. About sixty members from all parts of India attended.

Sir Purshotamdas, in his presidential address, pointed out that the International Chamber of Commerce, whose headquarters were at Paris, was an important organisation representing the main economic factors of international business, including finance, industry, transportation and commerce and that the organisation crystallised world opinion in many economic questions like customs barriers, tariff truce, protection to industrial property and double taxation and expressed the considered judgment of those interested in international business and in attempts to secure effective and consistent action both in improving the conditions of business between ~~nations~~ nations and in solving international economic problems. It also worked in collaboration with the economic consultative committee of the League of Nations, and exerted considerable influence on the findings of that committee in the solution of economic problems entrusted to the care of the League of Nations. They of the commercial community of India, were convinced of the desirability of associating themselves with the deliberations of this international chamber of commerce on questions having a bearing on the trade and commerce of India.

Proceeding, Sir Purshotamdas said that India had not been able to keep pace with the economic and industrial progress reached by the other countries of the world. This, he held, was largely due to the policy pursued by the Government till now, and to their inability to regulate India's fiscal policy, in accordance with the requirements of the best interests of the country. Thus, the necessity of India being represented on the International Chamber of Commerce was all the greater. Sir Purshotamdas thought that the problems of India were not in every respect the same as those of the West. Most of the Western countries were now coming to realise the reaction of high tariff walls. There had therefore been a movement in the Western countries for lowering the tariff walls, and for a tariff truce, but in India they felt that they had been suffering from too small a tariff protection, which had retarded their industrial development. They naturally could not subscribe to that policy and it was imperative that the view point of India in that connection should be adequately and clearly put before the International Chamber of Commerce.

Sir Purshotamdas realised that the distance from India to the headquarters of the chamber militated against them, but he assured the House that the Indian Committee would do their best always to secure the best representation. In conclusion, he paid a tribute to Sir Atul Chatterji for taking Mr. D. S. Krulker as a

non-official expert to the second session of the Economic Consultative Committee of the League of Nations. He held ~~x~~ that it was a move in the right direction and hoped that the Government and their representatives would utilise non-official nationals in larger numbers in international conferences in future.

~~On the motion of Sir Purshotamdas,~~
~~seconded the annual report and accounts.~~ ^{unanimous} They also elected the following as office-bearers for the year: Mr. D. P. Khaitan (President). Sir Purshotamdas Thakurdas, Mr. Kasturibhai Lalbhai, Mr. Shanmukham Chetti, Mr. S. N. Haji, Mr. G. D. Birla, Mr. N. R. S. Sirkar, Mr. F. Cowasji, Lala Shriram and Mr. Jamal Mahomed (members) R. S. Nopani, Honorary Treasurer, and Mr. M. P. Gandhi, Secretary.

(Hindu.- 15-2-30.)

4th Annual Meeting of Calcutta Indian Chamber
of Commerce.

The fourth annual meeting of the Calcutta Indian Chamber of Commerce was held at Calcutta on 5-2-30 under the president-ship of Mr. Faizulla Gangjee. In his presidential speech, Mr. Gangjee said that during the past two years Indian industries have gone from bad to worse. The cotton textile industry has experienced an unparalleled depression owing, first, ~~to~~ the fixation of the ratio at 18d, and, secondly, because of recurring labour troubles. In view of the gloomy financial outlook, he pleaded that in framing its financial policy government should abandon the policy of looking more to the interests of Great Britain than of India. He referred ~~and~~ ^{to} the great number of Enquiry Committees, Commissions and Councils recently appointed by the Government such as the Royal Commission on Labour, the Hides Cess Enquiry Committee, the Salt Industry Enquiry by the Tariff Board, the Court of Enquiry into Industrial Strikes by the Government of Bombay, the Banking Enquiry Committee -(central as well as provincial), the enquiry into the import tariff on Cotton Piece-goods by Mr. Hardy, the Soft Coke Cess Committee, the Road Development Committee, the inauguration of the Agricultural Research Councils, the Merchant Shipping Conference, etc., etc., and said that experience led him to believe that such Committees, Commissions, etc, were a device to disarm criticism and to side-track ^{the} the real issues. In most cases the publication of the Reports were unduly delayed, and in several cases no action has been taken on the Reports.

Referring to the situation in the jute industry, he said

that ever since the termination of the short-time agreement since July, 1929 by the Jute Mills Association, the prices of manufactured products have been gradually declining and have reached a level where it is hardly possible for them to show the results of profitable working which they have been doing in the past. The fall in prices has brought a severe depression in the industry which has hit all concerned, beginning with the industrialist and ending right down to the cultivator. Such an acute depression in two of the largest industries in India simultaneously cannot but bring ruin and starvation to the already impoverished millions of the country. It is high time, therefore, that the Jute Mills Association considered carefully the ways and means of bringing immediate relief to the industry from its present state, as otherwise the consequences would be disastrous.

(Hvide 5-2-30).

Workers Organisations.

The Nilgiris Domestic Servants' Union.

The first conference under the auspices of the Nilgiri Domestic Servants' Union was held on 22-2-30 under the presidency of Mr. Ernest Kirk. The class of domestic servants in India is yet in a very unorganised condition in India and the Nilgiri Domestic Servants' Union represents one of the pioneer efforts in this field.

Mr. Kirk in his presidential speech pointed out that both capital and labour have for a long time neglected the class of domestic servants. The wages of domestic servants were abnormally low in India as compared with wages for such class of workers in other countries, for instance ^{wages in} Australia, where the average domestic servant was paid £ 4-10-0 a week. The efficiency of domestic servants in other countries was greater than that of Indian domestic servants. In England in many houses one servant would do all the work of the house and was in return well paid. Indian domestic servants while claiming higher wages should see to it that their efficiency is enhanced.

The following are among the more important resolutions ~~were~~ passed by the conference.-

This conference welcomes the advent of the Royal Commission on Labour to India and trusts that in the various recommendations that it will make for the improvement of the workers, by means of introducing a social insurance scheme to provide against sickness, old age, etc., some provision will be made for benefiting the great army of domestic servants and hotel and restaurant workers in India. The conference also trusts that the Commission's enquiries and investigation will include all classes of workers on the Nilgiris.

In view of the difficulty the domestic servants have in securing proper quarters, and also with a view to having their

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children as near to a school as possible, this conference urgently requests the Government to allot suitable house sites in approved places in the Nilgiris so that the domestic servants may build their own houses.

With a view to encourage higher education among the children of domestic servants, this conference urges upon the Government the necessity for the early establishment of a residential hostel in a suitable centre for these children.

This conference earnestly appeals to the domestic servants to abstain from the use of intoxicating liquors.

(Hindu.- 25-2-30.)

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Economic Conditions.

Working of Indian Railways -1928-29*.

The gross railway receipts of State owned railways in India during the year 1928-29 was Rs. 1,059,035,000 as against Rs. 1,054,898,000 during 1927-28. The expenditure during 1928-29 was ~~Rs. 980,941,000~~ Rs. 980,941,000 as against Rs. 946,407,000 during 1927-28. The net gain to the Central Government amounted to Rs. 78,094,000 during 1928-29, as against Rs. 108,491,000 during 1927-28. Of the net gain of Rs. 78 millions, Rs. 52 millions accrued to the General Revenues and the balance Rs. 26 millions was transferred to the railway reserve.

Number of Passengers.- The number of passengers carried on all railways fell by 5 millions, but the aggregate distance travelled by passengers increased by 392 million miles indicating that the average distance travelled by each passenger was greater than in the previous year. This may be attributed to the incentive to travel afforded by the reduction in the charge per passenger per mile, which, on an average for all classes together, fell from 3.47 pies to 3.32 pies and for 3rd class from 3.25 to 3.10 pies. The increase in the aggregate distance travelled did not, however, counterbalance the loss in earnings consequent on a lesser number of passengers being carried; the earnings falling from 39.18 crores in the previous year to 38.24 in 1928-29.

Goods traffic.- Goods traffic showed a slight improvement: the total tonnage carried having increased from 89.8 million tons in the previous year to 90.8 million tons in 1928-29. The average yield per ton per mile for all commodities together also increased from 6.08 pies to 6.24 pies, which, in spite of a decrease of 13 millions in the ton miles, helped to raise the earnings on goods traffic to 71.15 crores as against 69.40 crores in the previous year. (See Crores in millions).

New Mileage.- The new mileage opened during the year was 1,282, but the net addition amounted to 1,238 miles, out of which 970 miles were State-owned. The total route mileage at the end of the year was 40,950. In addition there were 2,896 miles under construction on 31st March, 1929, of which 653 miles had been sanctioned during the year.

Important events.- Among the more important happenings of the year, are the taking over by the State of the Burma Railways from the 1st January 1929, and the opening of the Kasipet-Balnarsah section of His Exalted Highness the Nizam's Guaranteed State Railways. The latter provides a more direct broad gauge route between Northern and Southern India, reducing to 1,361 miles

the distance from Delhi to Madras as compared with 1,569 miles by the ~~MANN~~ Manmad-Raichur route.

Railways and Legislature.- Judging ^{by} the number of interpellations in the Legislative Assembly and the Council of State, members of the Legislature continue to evince considerably more interest in the work of the Railway Department than of any other Department of the Government of India. Of the 3,831 questions asked in the two Houses during 1928-29, 1,223, i.e., 32 per cent. of the total, referred to railways.

Most of the questions asked had reference to personal grievances of railway employees, their conditions of service, discrimination in recruitment, the provision of amenities for the travelling public and the construction of new lines. Apart from questions, notice was given of 19 resolutions on railway subjects which members desired to move during the Simla Session (September 1928), and of 38 resolutions for the Delhi Session (January-April 1929). Only three resolutions relating to railway matters, however, found a place as a result of the ballot under the rules of the Legislature and, therefore, came up for discussion. These were :-

(1) Establishment of Steamer Services in conjunction with State Railways (The resolution was negatived). (2) Return tickets for third class passengers (The resolution was withdrawn). Re-construction of the Central Advisory Council for railways (The motion was withdrawn).

Railway Budget.- The Railway Budget for 1929-30 was placed before both Houses of the Legislature on the 19th February 1929. A general discussion on various subjects relating to railway working, based on figures appearing in the budget, took place in the Assembly on the 21st February and in the Council of State on the following day. The demands for grants were voted on from the 25th to 28th February 1929. The outstanding feature of the budget debates was the criticism against the proposal for the appointment of a fifth member of the Railway Board, the motion for reducing the demand for a grant on this matter being finally negatived by a majority of 10. Other matters of importance, against which criticism was directed, were the alleged failure of railways to meet the requirements of third class passengers, racial discrimination, both in the services and in the treatment of passengers, recruitment and training of staff and the policy regarding the purchase and use of steel sleepers. All motions for reductions were, however, negatived, and the entire demands for grants in the Railway Budget were voted by the Assembly.

Standing Finance Committee for Railways .- The Committee met 14 times in 1928-29 and besides scrutinising the capital programmes of railways and discussing the budget proposals for 1929-30, they examined the proposals for construction of 13 projects of new railways, costing an aggregate sum of 7 crores of rupees, and also for the transfer of ownership to the Government of India, on certain ~~xxx~~ agreed terms, of two district board railways in South India, viz., the Salem Suramangalam Railway and the ~~xxx~~ Tanjore District Board Railway. They also considered various proposals pertaining to railway staff

including the revision of cadres, re-organisation of certain departments and the creation of a number of superior appointments on Indian railways.

Central Advisory Council for Railways.- During the year 1928-29, two meetings of the Central Advisory Council were held, one during the September Session and the other during the February - March Session. The subjects discussed were :-

- (1) Improvement in the standard of comfort of passengers, and
- (2) Assistance from railway funds to railway employees for the education of their children.

In regard (1) the questions of overcrowding, dirty latrines, supply of drinking water, lack of waiting sheds, high level platforms, lack of benches, confusion and overcrowding at booking office windows and difficulty in purchasing tickets were examined. Various suggestions were made, some of which were accepted, and which will be brought to the notice of the Railway Administrations.

The future policy of the Railway Board in regard to Railway schools and the education of the children of railway employees was explained. It was pointed out that railway officers had not the experience or the training to administer and control educational institutions. It was, therefore, considered desirable that railway schools should be handed over to the Provincial Governments or other authorities, who should be asked to provide educational facilities for the children of railway employees. The Memorandum outlining the policy was discussed and among the points touched upon, were the pay and prospects of teachers and the ownership of the railway buildings on the transfer of railway educational institutions to Local Governments.

Separation of Railway accounts from Audit.- The Acworth Committee recommended that the Railway Department should be responsible for its own accounts. In 1925, the system of separation of accounts from audit was started as an experimental measure on the East Indian Railway in accordance with a resolution passed by the Legislative Assembly.

The experiment proved a success. The advantages claimed for the revised system are as follows :- (a) The earlier preparation of such accounts and returns as are required by the Executive and Administration for the control of expenditure against estimates and grants; (b) the Prevention of irregular expenditure; (c) the speedy removal of expenditure held under objection on technical considerations; (d) the introduction of revised systems of accounting and detailed methods of procedure, more in accordance with commercial practice in the Administrative, Executive and Accounts offices which are directed to secure greater efficiency and to reduce establishment costs; (e) greater attention by all concerned, but specially by the Accounts Department, to the internal economy of the railway. This would cover all proposals

for reducing working costs in wages, materials and sundry charges, for reduction of stores balances and for the prevention of losses; (f) the creation of an audit organisation absolutely independent of the administration.

During the year under review the question of adopting the revised system as a permanent measure on all state-managed railways in India was considered and, with the concurrence of the Legislative Assembly and the sanction of the Secretary of State for India, the new system was introduced on the Burma Railways with effect from 1st April 1929. It is proposed to extend it to the Great Indian Peninsula Railway with effect from 1st October 1929 and to the Eastern Bengal Railway with effect from 1st April 1930.

Meetings with Agents and Local Governments .- The periodical meetings of the Railway Board with the Agents of the principal railways for an informal discussion on important matters of general interest were held in October 1928 at Simla and in March 1929 in New Delhi. In addition to matters of technical importance the following subjects were discussed at these meetings :-

- (1) Improvements in the standard of comfort for passengers;
- (2) assistance from railway funds to railway employees for the education of their children;
- (3) procedure to be followed before dismissing an accused railway employee;
- (4) staff councils;
- (5) application of the Washington and Geneva conventions to railways;
- (6) the Trade Disputes Bill;
- (7) Railway Labour Unions;
- (8) road motor competition; and
- (9) Lorry services as subsidiary to railways.

Local Advisory Committees.- These Committees constitute a valuable link between railway administrations and the travelling public, affording, as they do, opportunities for discussion on matters of interest and importance to the general public. 115 meetings of these committees on state-owned railways were held during the year, as compared with 108 in the previous year and 92 in 1926-27.

The subjects discussed at these meetings cover a wide range of topics ~~and the following subjects were discussed:-~~ viz.,

- Extension of through train services and through carriages;
- acceleration of train services;
- running of steam coach services;
- running of demonstration trains;
- running of Indian refreshment cars;
- disinfection of passenger carriages;
- alarm chains in suburban trains;
- provision of additional fittings in lavatories of 3rd class carriages;
- inconvenience caused to passengers by hawkers and pedlars travelling in trains;
- reservation of accommodation;
- supply of water to passengers in carriages;
- issue of return tickets for week-ends;
- concessions in fares for holidays;
- arrangements for booking of luggage;
- Porterage charges at stations;
- opening of city booking offices;
- provision of electric fans in waiting halls for inter class passengers;
- building of high level platforms;
- provision of additional benches on station platforms and in waiting halls;
- provision of first aid

equipment at important stations; refreshment rooms for Indians; Provision of level crossings and overbridges.

Railway Rates Advisory Committee.- The Railway Rates Advisory Committee, which was constituted in 1926, ~~continued to function during the year under review when the Committee reported on nine cases that had been referred to them.~~ continued to function during the year under review when the Committee reported on nine cases that had been referred to them.

Standardization Committees.- In pursuance of the Railway Board's policy of progressive standardization, the various Standardization Committees continued to function during the year under review. These Committees were :-

- (1) Track Standards Committee
- (2) Bridge Standards Committee
- (3) Signalling and Interlocking Standards Committee.

Number and cost of Staff.- The total number of employees on Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1928-29 was 807,866 as compared with 802,209 at the end of 1927-28. The cost of Staff on class I Railways during 1928-29 amounted to Rs. 392,789,150 as against Rs. 381,406,938 during 1927-28. The figures of cost ~~in~~ include the ~~ix~~ salaries and wages of staff, bonus contribution to the provident fund, gratuities, overtime allowances, and all other allowances which are of the nature of extra pay and which are not granted to meet some definite expense incurred in the performance of duty, such as travelling allowances. All Railways showed an increase in expenditure, except the Bombay, Baroda and Central India Railway.

Labour Position.- During the period under review three strikes occurred one on each of the following railways :- viz., the East Indian, South Indian and His Exalted Highness the Nizam's Guaranteed State Railways. The strike on the East Indian Railway which started on the 7th March 1928, with the trouble in the Lillooah workshops lasted up to the 10th July with subsidiary strikes at Howrah, Ondal and Asansol.

The trouble on the South Indian Railway started on the 29th of June when the workshop staff at Golden Rock, Negapatam and Podanur downed their tools because the agent had announced his intention of reducing the number of workshop men by 3,171 men. It lasted till the 30th July.

The strike in the locomotive, carriage, and Engineering shops on His Exalted Highness the Nizam's Guaranteed State Railways was confined mostly to unskilled labourers. It was not of a serious nature and lasted for about 50 working days in all.

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Godavari Economic Enquiry Committee's Findings

The Economic Enquiry Committee appointed by the Government of Madras which went into the condition of the cultivators and holdings in East and West Godavari districts in connection with proposed resettlements have submitted their report to the Government. They recommend, it is learnt, that there should be no enhancement of the rates and that there should be no resettlement for two more periods, sixty years. In the past settlement period of 50 years, they state in the report, the State was able to absorb very much more than its half-share of the net produce of the land. In the last six years the prices had been steadily falling. There did not seem to be any indication of a rise in grain values. Wages, on the other hand, were rising and the feeding of cattle had become more costly, while facilities for the supply of fodder were lacking. Thus, maintenance of cattle had become a serious drain upon the resources of the ryots. The routine of cultivation in paddy growing areas seriously undermined their bargaining capacity. Most of them therefore had been obliged to lose even in the cultivation of land not to speak of getting anything to maintain themselves.

The Committee have also worked out elaborate and detailed schedules showing the cost of cultivation in the two districts. From these schedules, they say, it would be possible for anyone to see that the ryots were not in a position to get net turns from lands in many cases. In the case of about 50 per cent of the land, the net produce was not even as much as the taxes levied upon them, and the taxes therefore entrenched upon the assets of the ryots. Irdebtedness of agriculturists also

formed the subject of close examination by the Committee whose findings, touching this problem, go to show that the average debt per acre of land is about Rs. 150 and the interest charge thereon not less than Rs. 15 per annum. If this charge were added to the cost of cultivation, the ryot would get nothing for himself. The incidence of cattle mortality was serious and very many agriculturists were obliged to lose large portions of their assets locked up in their agricultural establishments. The official figures for cattle mortality were found by the Committee to be entirely unreliable and inaccurate. From their investigations the Committee say they were able to find that most of the ryots who had taken lands on rent had been obliged to lose very heavily ^{that} and/ there were very many cases of ryots losing all or part of their properties.

The pressure of population on land, the Committee observed in their report was too much, and agriculture was over-flooded with labour and entrepreneurs. Owing to the absence of industrial and other occupations and avenues for investment, more and more money was being invested in land and more and more energy was being wasted in the cultivation ^{of} land. Hence, the higher prices paid for land which could not be taken to indicate any real progress or prosperity of the ryot population. Lands were passing more and more into the hands of a few labourers, money-lenders, lawyers and other recruits from the city. The outsiders purchased the lands not for the sake of gaining any economic returns but only to improve their social status and to invest their moneys in something safe and solid. It was therefore unreasonable for Government to claim that there had been progress because sale

values or lease values had risen or the mileage in rails, canals and roads had increased. What was happening, stated the report, was simply a ~~shift~~ redistribution of the rural wealth which was passing into the hands of non-rural people, while more and more of the rural masses were obliged to migrate to towns and ryots were forced into the ranks of labourers, renters and farm ~~s~~ servants.

The Committee therefore recommend inter alia that there ought not to be any resettlement for another two periods; that the enhancement in the water-rates proposed by the Special Settlement Officer were unjustifiable; that the rates upon 'Lanka' and 'Padugai' lands should be lowered in many cases; that consolidated wet rates should be collected from Divi and such other places and that the special enhancement proposed for Polavaram and other agencies should not be enforced. The Committee have also made detailed recommendations for the improvement of the delta and drainage systems and some of the most constructive suggestions thrown out by the Committee for investigation by Government experts in engineering relate to the construction of a reservoir on the Sabhari, the improvement in the design of the drains, the diversion of Yerrakalva and Budameru into the rivers and the construction of reservoirs for storing upland drainage and diverting it into the rivers without causing any damage to the Delta. The Committee also suggest that the Veterinary and Agricultural Department should be strengthened. Finally, they recommend that farms should be opened, one for the delta and one for the upland to investigate into the possibilities of improving orange, coconut and other fruit culture.

Social Conditions.

Prevention of Prostitution in Bombay.

At page 61 of the Report of this Office for May 1929 reference has been made of the intention of the Government of Bombay to introduce a Bill embodying several amendments to the Bombay Prevention of Prostitution Act of 1923. Below is given the full text of the Bill as published in the Bombay Government Gazette dated 19th February 1930. -

Bill No. X of 1930.

Whereas it is expedient further to amend the Bombay Prevention of Prostitution Act, 1923, in manner hereinafter appearing; And
Bom. XI of 1923. | whereas the previous sanction of the
Governor General required by sub-section (5) of section 80A of the Government of India Act has been

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obtained for the passing of this Act;

It is hereby enacted as follows :-

Short title. 1. This Act may be called the Bombay Prevention of Prostitution (Amendment) Act, 1930 .

2. In section 2 of the Bombay Prevention of Prostitution Act, 1923, hereinafter called the said Act,
Bom. XI |
of 1923. | for the definition of "brothel" the

Amendment of section | following shall be substituted,
2 of Bom. XI of 1923 | namely :-

" 'Brothel' means any house, room or place, or any part thereof, occupied or let or intended to be occupied or let as a single tenement, which is habitually used by more than one person for the purposes of prostitution."

3. In clauses (a) and (b) of section 3 of the said Act after the word "prostitution" the words "or carnal intercourse"

Amendment of section 3	|	shall be inserted.
of Bom. XI of 1923	|	

4. In section 5 of the said Act,-

(a) in sub-section (1),-

Amendment of section 5	|	(i) for the words "male person"
of Bom. XI of 1923	|	the words "person not below the

age of 16 years" shall be ~~in~~ substituted;

(ii) after the word "prostitution" the words "of another person" shall be inserted; and

(iii) for the word "two" where it occurs for the first time the word "three" shall be substituted ;

(b) in sub-section (2),-

(i) for the words "a male" the word "any" shall be substituted; and

(ii) after the word "generally" the words "or to be keeping or managing or assisting in the management of a brothel" shall be inserted.

5. After section 8 of the said Act, the following sections

New sections 8A to 8D in Bom. XI of 1923.	|	shall be
No punishment of whipping under sections	|	
5 to 8 for females. Punishment for letting	|	inserted,
or permitting use of, premises as a	|	
brothel.	|	namely :-

"8A. Nothing in section 5,6,7 or 8 shall render a female liable to be punished with whipping."

"8B. Any person who -

(a) being the tenant, lessee, ^{occupier} ~~occupier~~ or person in charge of any premises, knowingly permits such premises or any part

thereof to be used as a brothel; or

(b) being the lessor or landlord of any premises, or the agent of such lessor or landlord, lets the same or any part thereof, with the knowledge that the same or any part thereof may be used as a brothel, or is wilfully a party to the continued use of such ~~par~~ premises or any part thereof, as a brothel;

shall be punished with imprisonment, which may extend to three months, or with fine which may extend to five hundred rupees."

"8C. Any person who, having been convicted of an offence punishable under section 8B, is convicted of a subsequent

Punishment for subsequent offence | offence punishable under the said section, shall be punished with imprisonment, which may extend to one year, or with fine which may extend to one thousand rupees, or with both, and may, in addition to such punishment, be required by the court to execute a bond, with sureties, for his good behaviour^u for such period, not exceeding three years, as the Court may direct, and, in default of executing such bond, may be imprisoned for a period not exceeding six months in addition to any punishment awarded in respect of his offence."

"8D. (1) On ~~conviction~~ conviction of the tenant, lessee or occupier of any offence under section 8B, clause (a), the landlord or lessor shall be entitled to require the person so convicted to assign the lease or other contract, under which the said premises are held by him to some persons approved by

the landlord or lessors, which approval shall not be un-

Determination of tenancy of premises on conviction for permitting use as a brothel or for purposes of habitual prostitution.

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reasonably withheld, and, in the event of the person so convicted failing within three months to assign the

lease or contract as aforesaid, the landlord or lessor shall be entitled to determine the lease or other contract, but without prejudice to the rights or remedies of any party to such lease or contract accruing before the date of such determination.

(2) If the landlord or lessor determines a lease or ~~tenancy~~ contract of tenancy under the provisions of sub-section (1), the Court which has convicted the tenant, lessee or occupier may make an order for delivery of possession to the ~~the~~ landlord or lessor within such time not being less than seven days as the Court may direct. The order shall be served on the person against whom it is made in the manner provided in the Code of Criminal Procedure, 1898, for the service of a summons, and if such

of 1898 | person fails to comply with it, he shall be punished with imprisonment which may extend to one month or with fine which may extend to two hundred rupees.

(3) If the landlord or lessor, after he has received notice in writing of such conviction fails to exercise his rights under sub-section (1) and subsequently during the subsistence of the lease or contract, any such offence is ~~again~~ again committed in respect of the premises, the landlord or lessor shall be deemed to have abetted that offence, unless he proves that he had taken all reasonable steps to prevent the

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recurrence of the offence.

(4) Where a landlord or lessor determines a lease or other contract under this section, and subsequently grants another lease or enters into another contract of tenancy to, with, or for the benefit of the same person, without causing to be inserted in such lease or contract all reasonable provisions for the prevention of a recurrence of any such offence, he shall be deemed to have failed to exercise his rights under the provisions of this section, and any such offence committed during the subsistence of the subsequent lease or contract shall be deemed, for the purposes of this section, to have been committed during the subsistence of the previous lease or contract."

6. Section 11 of the said Act shall be repealed.

Repeal of section 11. |

Statement of Objects and Reasons.

The objects of the amendments are explained in the following notes on the clauses of the Bill :-

Notes on clauses.

Clause 2.- The present definition of "brothel" has been found to be defective. According to it a house, room or place could be a "brothel" only if outsiders are permitted by the occupier to use it for the purposes of prostitution. The proposed amendment is intended to remove this defect. A place occupied by a woman who permits no other woman but herself to be there for immoral purposes but who herself is accustomed to receive men x for such purposes, will not come within the proposed definition of "brothel."

Clause 3.- Section 3 penalises soliciting. It is proposed to add the words "carnal intercourse" after the word "prostitution" in clauses (a) and (b) to make clearer the intention underlying this section.

Clause 4.- The object of amending section 5 of the Act

is twofold :

Firstly, under section 5 as it stands at present only males who are found to live on the earnings of prostitutes can be punished. The Bombay Prostitution Committee had recommended that the keeping of brothels, whether by males or females, should be made illegal. Experience has also shown that although some brothels are really controlled by men, they are nominally kept by women and hence it is found difficult in practice to take any action against those brothel-keepers. The principal aim of the act, which was to discourage, by penalties, panderers and all those who make or try to make a living out of the prostitution of others is thus defeated. Also there appears no strong reason why women who live on the earnings of prostitutes should escape punishment. It is therefore proposed to add the words "of another person" after "prostitution" in section 5(1) and to omit the word "male" so as to make the section applicable to persons of both sexes. Persons below the age of 16 years are excluded from the operation of this provision in accordance with the recommendation of the Prevention of Prostitution Committee, 1929.

Secondly, it is proposed to enhance the punishment to three years so as to make the offence under section 5 cognisable and non-bailable. Under the law as it stands if the police find a pimp or a procurer who is living on the earnings of a prostitute, they can only proceed against him by summons. He is thus left free to terrorise the girls in the house, who may probably be the only witnesses against him thus enabling him to break up all the evidence. It is, therefore, desirable that in such cases the police should have the power to arrest without warrant.

The amendment in clause 4(b)(ii) of the Bill is proposed in order to make it clear that those who keep or manage or assist in the management of a brothel can be prosecuted under section 5 of the Act.

Clause 5.- The object of new section 8A is to eliminate the possibility of sections 5, 6, 7 and 8 being construed as overriding the provision in section 393 (a) of the Code of Criminal Procedure, 1898, by rendering a female liable to the punishment of whipping.

The object of inserting new sections 8B, 8C and 8D in the Act is to suppress brothels by penalising not only the brothel-keepers but also landlords who allow their premises to be used as brothels. Provision is however made to enable a landlord to determine the tenancy of a tenant who uses his premises as a brothel but at the same time the landlord is made for abetment if he fails to take action against his tenant. One of the main recommendations of the Bombay Prostitution

Committee of 1921 was that the letting of houses for purposes of prostitution should be made illegal. These new provisions are based on sections 11, 12, and 13 of the Burma Suppression of Brothels Act, 1921.

Clause 6.- As the offences under sections 5 to 8 mentioned in section 11 are all cognisable offences, the police have power to arrest without warrant and to conduct the necessary investigation. Section 11 is therefore no longer necessary and it is proposed to repeal it.

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Public Health.

Vital Statistics for India for 1927*

The chief statistical facts relating to the public health in British India in 1927 are set out below:- (1) the birth rate rose from 33.65 per mille in 1925 to 34.77 per mille in 1926, and to 35.27 per mille in 1927; (2) the death rate rose from 24.72 per mille in 1925 to 26.76 per mille in 1926 and fell to 24.89 per mille in 1927; (3) the infantile death rate (i.e., the death rate of infants under one year of age per 1,000 born) rose from 174 in 1925 to 189 in 1926 and fell to 167 in 1927.

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

Country.	Year.	Birth rate per mille.	Death rate per mille.	Infantile death rate per mille.
India	1927	35.27	24.89	167
England and Wales	1927	16.6	12.3	70
Scotland	1927	19.8	13.5	89
New Zealand	1927	20.3	8.5	39
United States of America (registration area)	1927	20.4	11.4	64
Australia	1927	21.7	9.5	54
Canada (ex-Quebec)	1927	24.6	11.1	94
Union of South Africa (white)	1927	26.0	9.7	71
Federated Malay States	1927	31.91	32.11	203
Egypt	1927	42.7	24.5	152
Palestine	1927	50.35	28.01	200

India's death rate in 1927 was double that of England and Wales; and three times that of New Zealand; her infantile mortality rate was $2\frac{2}{5}$ times that of England and Wales and about $4\frac{2}{3}$ times that of New Zealand. In India the expectation of life at 5 is approximately 35

*Annual Report of the Public Health Commissioner with the Government of India for 1927. Vol. I, Calcutta; Government of India Central Publication Branch. 1930. Price Rs. 2-8-0 or 4s.6d. pp viii + 312.

years as against 54 in Great Britain. Put in another way, of 100,000 boys and girls born alive in Denmark more than half would be living at ages 65 and 68, respectively; in British India just about half would be dead at ages between 11 and 13 (based on 1901-10 figures in tables from Census Bureau, Washington, and Registrar General, England and Wales).

Births.- (British India).- ~~xx~~ Births numbered 8,516,706 or 121,027 in excess of the figure for 1926, the ~~xxx~~ birth rate being 35.27 against 34.77 in 1926 and 33.96, the quinquennial mean. United Provinces Madras, Punjab, Bihar and Orissa and Bengal recorded increases of 2.52, .4, .63, .4 and .3 respectively, as compared with the previous year. With the exception of Bengal, Coorg and Burma, all provinces showed an increased birth rate as compared with the quinquennial mean. Birth ratios exceeded death ratios in all the provinces except Coorg, where the death rate was in excess by 12.19. Among the big birth increases were Punjab (14.8), Central Provinces (14.27), United Provinces (14.13), Bihar and Orissa (12.5), Madras (12.2), Bombay (11.13) and Delhi (10.21).

Deaths.- (British India).- Deaths numbered 6,009,729 as compared with 6,460,610 in the preceding year - a decrease of 450,881. Registered births exceeded deaths by 2,506,977 against 1,935,069 in 1926. Coorg excepted, all the provinces contributed to this increase in the following order:- United Provinces (641,404), Madras (498,005), Bihar and Orissa (427,093), Punjab (304,007), Bombay (213,394), Central Provinces (198,570), Bengal (97,493), Burma (59,859), Assam (46,476), North-West Frontier Province (15,443), Delhi (5,110) and Ajmer-Merwara (2,120). The death rate was 24.89 as against 26.76 in 1926 and a quinquennial ~~xxx~~ mean of 25.80. With the exception of Assam, Bengal, and North-West Frontier Province, a decrease in the death rate was general throughout

India. The reduced mortality during the year indicates a greater degree of healthiness of the general population and implies comparative absence of epidemics. The urban death rate was 29.03 against 32.49 and the rural rate was 24.48 against 26.21 in 1926. The rural rates exceeded the urban ones in Bihar and Orissa and Delhi; while the urban rates were in excess of the rural ones in Coorg by 32.61, in Burma by 18.88 and in United Provinces by 13.69.

Infant Mortality (under one year).- 1,421,725 deaths or 23.7 per cent. of the total mortality occurred during the first year of life against 1,587,091 or 24.6 per cent. in 1926. In England and Wales the corresponding figures for 1926 and 1927 were 10.7 and 9.5 per cent., respectively. About half of the total infant mortality or 49.54 per cent. occurred in the first month of life and 65 per cent. of the deaths under one month occurred in the first week of life. The infantile death rate calculated on the births recorded during the year was 167 as against 189 in 1926. All the provinces except North-West Frontier Province recorded decreases. In British India 704,320 (49.54 per cent) of the infantile deaths occurred during the first month of life, against 749,086 (47.2 per cent) in 1926. This equals 83 per ~~per~~ 1,000 of live births - a rate again in excess of the total ~~the~~ infantile mortality rate in England and Wales, which was 70 per 1,000 live births registered

Industrial Health and Hygiene.

The report gives ~~but~~ comparatively little attention to industrial health and hygiene. The following two tables show the chief features of the vital statistics for the year 1927 of the colliery population of 126,000 coming under the supervision of the Jharia Mines Board of Health.

	Number	Ratio for 1927	Ratio for 1926
Births	2,006	15.9	17.3
Deaths	1,346	10.6	12.0

Diseases	Attacks.	Deaths.	Death Rate Per Mille During	
			1927	1926
Cholera ...	63	12	.1	.3
Small-pox ...	748	29	.2	.2
Influenza ...	1,566	29	.2	.1

Asansol Mines Board of Health .- The following table gives a few particulars regarding vital occurrences in the Asansol Mining Settlement :-

	<u>1926</u>	<u>1927</u>
Births	9,128	7,972
Infant deaths	1,246	1,061
Infant death rate per mille of births	136	133
Total death	6,262	5,476

The report stresses the following three points as the great trinity of essentials for any advance in the public health of the country :- (1) general health education, (2) creation of a public health conscience and higher ideals of citizenship and social service, (3) abolition of retrograde social customs; and one would add to them the trinity of reasons why a state organisation of public health needs supplementing by other methods :- (1) no act of legislation or official regulations can exercise direct or continuous control of the personal health and habits of the normal individual, (2) every state system of public health requires impulse from the people as a whole to make it effective, (3) the people require instruction in understanding, using and putting into operation the public provision made on their behalf.

Co-operation.Progress of co-operation in the Punjab, 1928-29.*

Ten years ago, the number of societies of all kinds in the Punjab was 5,088; in the year 1928-29, it has risen from 18,063 to 19,462. Membership which ten years ago totalled 168,306 has risen within the year from 576,052 to 641,427. Working capital ten years ago was Rs. 23.2 millions, last year it rose from Rs. 141.4 millions to Rs. 160.5 millions. The increase in the number of societies was slightly less than last year, as a result of the policy to prefer quality or to quantity and of restricting registration of new societies to the number which the staff can adequately supervise. Membership has increased in larger proportion than societies, and capital in larger proportion than membership. Even more satisfactory than this is the marked increase in the variety of society. Ten years ago, the movement limited its activities to credit and supply, and to a small extent to assistance to village artisans; today, it embraces most of the economic interests of the people. Ten years ago, primary societies lent 5.4 millions of rupees to their individual members and recovered over Rs. 4.4 millions from them; last year the corresponding sums were Rs. 33.1 millions and Rs. 22.9 millions, and in the year under report, Rs. 34.9 millions and Rs. 24.5 millions. Including interest and shares, it would appear that the societies collected Rs. 33 millions in cash from their members. These figures show that the co-operative movement is exercising an enormous influence on the people of the Punjab.

*Report on the Working of Cooperative Societies in the Punjab for the year ending 31st July 1929. Lahore: Printed by the Superintendent, Government Printing, Punjab, 1929. Price: Rs.2-12-0 or 4s.2d.
pp. ~~xxix~~ pp. 7 + 50 + cxlix.

The great bulk of the societies in the province are still for agricultural credit and although the need for improvement exists everywhere, the work done is of great importance to the province. The members now hold Rs. 64.9 millions as loan as compared with Rs. 12.1 millions ten years ago, and the chief criticism here is that there is still too ~~ix~~ little sign of thrift. Not the least remarkable feature of the development of co-operation in the Punjab is the continued expansion of the women's co-operative movement. The number of women's societies has risen from 112 to 128, the number of members has increased from 1,691 to 1,977, and the working capital, which was previously Rs. 46,285 has practically doubled and now stands at Rs. 90,319.

The following ~~statax~~ tabular statement shows the numerical progress made:-

Class	Societies		Members		Working Capital	
	1928	1929	1928	1929	1928	1929
					Millions	Million
Provincial Bank	1	1	11,719	12,615	7.0	7.6
Central Credit	118	120	20,151	21,678	60.7	66.4
Central Non- Credit)	29	33	2,359	3,037	34.2	.4
Agricultural	15,299	16,473	453,133	504,907	63.4	73.1
Non-agricultural	2,616	2,835	88,690	99,190	10.0	13.0
Total	18,063	19,462	576,052	641,427	141.4	160.5

During the year the total repayments of individual members to their primary societies amounted to Rs. 24,467,092 in principal, and at least Rs. 6,676,039 in interest.