

INTERNATIONAL LABOUR OFFICEIndian BranchReport for September, 1930.100
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References to the I.L.O.

During the period under review, despite ^{their} ~~the~~ preoccupation ^{with} ~~of~~ politics, the I.L.O. was very much to the fore in Indian newspapers. This was mainly due to the fact that on their return from the 14th Conference, the Indian delegates to the Conference, both of the workers' and employers' groups, accorded interviews to the principal news-agencies and newspapers in the country, setting forth their impression of the work done by the 14th Conference and of the International Labour Organisation generally. Besides the separate interviews given by Mr. S.C. Joshi, the Indian workers' delegate, and Mr. Amritlal Ojha and Mr. P. Mukerjee, the Indian employers' delegate, and adviser respectively, the Indian Labour Delegation to the Conference has issued a separate report on the work done at the last conference. The interviews and the report have been given wide publicity in the Indian press.

... ..

The interview given by Mr. S.C. Joshi, for instance, has been published in the Hindu of 6-9-1930, the Pioneer of 7-9-1930, the Statesman of 7-9-1930, the Hindustan Times of 8-9-1930, the Times of India of 9-9-1930, and in all the leading Indian newspapers. The interview gives a brief summary of the work accomplished at the Conference, but its most noticeable feature is the emphasis given to the political aspect of India's association with Geneva. Thus Mr. Joshi is specially concerned to point out that "the League of Nations is composed of countries which have colonies just the same as England's; so the League of Nations is not much concerned about India." Mr. Joshi has also referred to the fact that his motion for holding an Asiatic Labour Conference under the auspices of the I.L.O. failed

to obtain a quorum in the Conference and says "This shows the way in which questions of Eastern Countries are treated by the Conference". While admitting that the present Indian political situation is attracting more attention than before in the press both in England and on the Continent, Mr. Joshi adds that "people on the Continent have not gone beyond the state of expressing sympathy with Indian aspirations".

Regarding the work of the Conference, Mr. Joshi says that good results were achieved by the Conference, and refers with gratification to the failure of the efforts made by the representatives of the Government of India to make an exception of the criminal tribes in India in the application of the Convention on Forced Labour, and to the equally unsuccessful efforts made by the Indian employers' delegates to make an exception in the case of India by providing a 60-hours' week for Indian Salaried employees.

... ..

Commenting on Mr. Joshi's remarks that Geneva is not concerned about India, the Pioneer ~~mt~~ of 7-9-1930 in an editorial note says:-

"Unfortunately, Mr. Joshi's new-found wisdom is not actually justified by the facts, which go to show that both these international bodies are doing their best, in the face of innumerable difficulties, to secure the co-operation of Eastern countries in their deliberations - for surely otherwise they could not possibly hope to fulfil the objects for which they have been inaugurated. Mr. Joshi's dissatisfaction should be directed not against Geneva but against the Eastern Countries, who have so far displayed a lamentable lack of understanding of the true functions of these meetings and done practically nothing to organise their labour forces so as to prove to the world that they are worthy of the consideration that is paid to them and their problems. Indian labour is particularly remiss in this respect, devoting far too much of its time and energy to political activities to be capable of really assisting in the uplift and organisation of the worker".

... ..

Mr. Amritlal Ojha, Indian employers' delegate to the 14th Conference, and Mr. Jaisukhlal K. Mehta, one of the advisers to the Indian employers' delegate, returned to India on 19-9-1930. Mr. Ojha gave his impressions of the Conference and of the Geneva Organisations generally at a reception given to him by the Indian Merchants' Chamber, Bombay, on 19-9-1930. Politics were very much to the fore in Mr. Ojha's speech. Mr. Ojha in the course of his speech observed:-

•The Geneva session, this time, was eventful because of the inclusion of pseudo-political questions like forced labour in the agenda of the Conference. That question affected all subject nations principally, and also the powers which might be called colonial or imperialistic. Any one who followed the discussion in the different Commissions set up by the Conference and in the plenary session would be convinced that politics formed the background of all discussions. Yet, Sir Atul Chatterjee irrelevantly criticised Mr. Joshi's and his reference to lathi charges in India.

In Geneva, the speaker found that every Government with its employer, played for a position of advantage to its respective country, and concerned themselves less with the general international situation. No Indian delegate, whether employer or employee, could be true to the trust reposed in him, if he overlooked this aspect and had to subordinate Indian interests to the so-called international aspect.

For instance, with regard to forced labour, France, Belgium and Netherlands looked at the problem from their own colonial point of view and wanted their power of exploitation not to be interfered with. The British Government expressed themselves in full sympathy with the ideal underlying it, but not so the Government of India, who not only abstained from voting but went to the extent of stating that they would not ratify it, forgetting that it did not lie with the Government to ratify or refuse to ratify the Convention. Sir Atul, it would thus be seen, was wrong in his contentions about Mr. Joshi's and his speeches".

(The Hindu, 20-9-1930).

Mr. Ojha, concluding his address, stated that the peculiar political situation in the country was responsible for peculiarly Indian interests being jettisoned at international gatherings, and that he was, therefore, convinced that India should be represented at Geneva only by people with nationalist views. He also asserted that there

was great necessity for having a permanent Indian delegate in Geneva and hoped that the Federation of Indian Chambers of Commerce and Industry would act upon his suggestion.

Accounts of Mr. Ojha's address to the Indian Merchants' Chamber, Bombay, have been published in the Hindu of 20-9-1930, the Times of India of 23-9-1930, the Hindustan Times of 24-9-1930 and in all important papers.

... ..

The account of a lengthy interview given by Mr. P. Mukerjee, Adviser to the Indian employers' delegate to the 14th Conference, to the Associated Press of India on 1-9-1930 is published in the Hindustan Times of 1-9-1930, the Statesman of 3-9-1930, the Times of India of 5-9-1930, and the Pioneer of 3-9-1930. Mr. Mukerjee, in the interview, drew particular attention to the fact that the late publication of the personnel of the Indian Delegation ~~is~~ by the Government of India proved a great handicap, as the Indian representatives thereby received very little time both to consult their constituents and to study the documents of the Conference. Mr. Mukerjee referred also to the fact that the Indian Government's representatives preferred not to participate in the deliberations of the Committee on Hours of Work of Salaried Employees and preserved an attitude of neutrality on the question on the ground that sufficient information on the subject was not available. Mr. Mukerjee pointed out that Government's neutrality ^{was} ~~is~~ inexplicable, first, as the Member for Industries and Labour of the Government of India had admitted as early as December 1929 that the objections against a Convention on the subject apply with considerable force in the case of India, and secondly, because in its

answer to the I.L.O. Questionnaire, the Indian Government had urged that an exception providing for a 60-hours' week, as in the case of Washington Hours Convention, should be made in the case of India.

Regarding the allegation that Mr. Ojha had made a political speech at the Conference, Mr. Mukerjee asserted that Mr. Ojha's remarks were unexceptionable and pointed out that "M. Albert Thomas, General Secretary of the Conference, in replying to ^{on his Report} ~~the~~ discussion, expressed sympathy and gave a pointed assurance that the International Labour Organisation was giving constant attention to individual and social problems in India and expressed the hope that the spirit of method and conciliation which was characteristic of Geneva might be of great assistance to India in her present difficult circumstances."

... ..

The Indian Workers' delegation to the Conference has published a separate report dealing with the work done at the Conference by the Delegation. The report, after briefly reviewing the work of the Conference, closes with the following suggestions:-

"From our experience we are strongly of the opinion that the work of the delegation would be more effective if the announcement of the personnel was made early enough in India to enable the members to study their subjects. It happens every year that some at least of the members of the delegation are strangers to European conditions and need time to get accustomed to them before the commencement of the Conference. Although the rules allow two months' time before the Conference for the purpose, in practice the delegations do not arrive in Europe more than a fortnight before the commencement of the Conference. We feel bound to observe that the rules for the early return of the delegation (subject also to a two months' maximum) is a needless restriction on the movements and activities of the members. The Indian Workers' Delegation can do far more effective work at Geneva if its personnel is enlarged to the maximum of two advisers for each subject on the agenda and a secretary is provided to assist the members in their work. It is absolutely necessary that the Indian workers should be represented on each Committee. There are as many Committees as there are subjects in addition to the Selection Committee and the Committees on Article 408 and Standing Orders."

(The Hindustan Times, 18-9-1930).

Special attention has to be invited to an article on the I.L.O. *under the Caption "The International Labour Office"* contributed by Mr. Otto Rothfield to the Times of India of 16-9-1930. Mr. Rothfield's article is hostile to the I.L.O. and the following is a brief summary of the main counts of his indictment:- (1) The language of both ~~of~~ the French and English publications of the I.L.O. is involved and obscure, the intantion according to the writer ^{being} "to avoid any offensive definiteness and to evolve formulae which by their very want of meaning may be acceptable to opposed interests;" (2) the authority and prestige of the I.L.O. is considerably reduced by the defection of the United States of America; (3) Italy is not accorded due consideration by the I.L.O. as evidenced by (a) the scant refer- ences made to Italian labour conditions in the Director's report, (b) the fact that 82 per cent. of the staff of both the League and the I.L.O. are composed of French and British nationals, and of the remain- ing 18 per cent Italy has only a few minor posts; (4) The claims of India in this respect are similarly overlooked; (5) The I.L.O. is trying to tie itself to the tail of the International Federation of Trade Unions; (6) The I.L.O. while doing really valuable work in collecting figures and statistics has not put forward any original ideas or inspired living enthusiasms and is thus a mere recording office; and (7) the results of the work of the Conference with regard to Forced Labour are far from ~~at~~ satisfactory. (Cutting not enclosed as the Times of India is subscribed for by Geneva).

... ..

The Geneva article on the 14th Conference ^{supplied} contributed to the Indian press by this office has been published at pages 1241-43 of the August 1930 issue of the Labour Gazette, Bombay. A list of the

Indian papers and journals which have already published the above article has been given at page 7 of the report of this office for the month of August 1930.

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The September 1930 issue of the Indian Review, Vol. XXXI, No.9, publishes at page 624 a review of the I.L.O. Souvenir Album. (Attention to this review has been drawn in this office's minute Mla/1626/30 dated & 9th October 1930).

... ..

Mr. B. Shiva Rao, adviser to the Indian Workers' Delegate to the 14th Conference, has contributed an article to New India (Vol.IV, New Series, No.26), dated 25-9-1930, under the heading "India and the League of Nations", in the course of which, inter alia, he raises the question of the duty of the Indian States to ratify the Conventions and Recommendations passed by the I.L.Conference. The writer draws attention to the fact that for some years it has been urged at various sessions of the Conference that Indian Princes cannot be allowed to evade their responsibilities in respect of the Conventions and Recommendations passed at the Conference and observes:-

"The interests of Indian Labour demand an immediate solution of the difficulty. During the last ten years - mainly, as I believe, because of the International Labour Conference - there has been appreciable progress of Labour Legislation in India. The initiative of the Government of India in amending the Factories Act and introducing the Workmen's Compensation Act, came from the Conventions of Geneva. Moreover, the representation of Indian Labour at the annual Conferences has had a stimulating effect on its organisation. But the Indian States have stood still while British India has gone ahead with legislation, with the result that Labour conditions in the States are definitely more unsatisfactory than in British India. It is not reasonable to expect that the employers in British India will tolerate further legislation on Labour unless the States come into line".

Referring to the increasing interest taken by India in the work of Geneva, Mr. Shiva Rao says:-

"At present, appreciation of the work done at Geneva has come more from the industrial workers and the Trades Union movement in India than from the politicians. Nevertheless, some of the abler amongst them have thought of the League as an instrument for the solution of the complex question of minorities in India; one or two have gone even further and suggested the reference of our entire ~~xxxxx~~ constitutional problem to the League".

... ..

The Servant of India (Vol. XIII, No. 40) dated 2-10-1930 publishes at page 480 a review contributed by a member of the staff of this office on Mr. V.H. Rutherford's book "War or Peace! England and America", in the course of which appreciative references are made to the work of the I.L.O. and the League of Nations.

... ..

The "Unionist", Nagpur, the official organ of the Central Provinces Postal and R.M.S. Union, publishes at pages 1-6 in its August and September issue (Vol.II, Nos. 5 and 6) an article entitled "Regulation of Hours of Work of Salaried Employees: An International Convention", supplied by the office of the Intelligence and Liaison Division, Salaried Employees' Service, Geneva, to the Secretary, C.P. Provincial Postal Union, Nagpur.

... ..

National Labour Legislation.Proposed Extension of the Workmen's Compensation Act, 1923, to Aerial Ropeway Workers.

The following notification issued by the Department of Industries and Labour, Government of India, is taken from the Gazette of India, dated 13-9-1930 (No.37, Part I, page 989):-

"No. L.-1756.- In pursuance of sub-section (3) of section 2 of the Workmen's Compensation Act, 1923 (VIII of 1923), the Governor General in Council is pleased to give notice of his intention to declare that the occupation of all persons engaged in constructing, maintaining, altering or repairing aerial ropeways is a hazardous occupation and to direct that the provisions of the said Act shall, subject to the provisions of the said sub-section, apply in the case of any person who is employed in such occupation.

Any suggestions or objections with reference to this notification should reach the Government of India not later than the 15th December 1930."

(Gazette of India, 13-9-1930,
(No.37, Part I, Page 989).

Conditions of Labour.Recruitment of Labour for Assam Tea-Gardens:Investigations in Bombay Presidency.

Mr. J. G. Bourne, I. C. S., Chairman of the Assam Labour Board, and lately Chairman of the Central Provinces Banking Inquiry Committee, visited the Bombay Presidency during August on a tour of the labour recruiting centres which supply labour for the Assam tea gardens. He conferred with the Government on various aspects of the labour question.

Labour for the tea gardens in Assam is controlled throughout most of the Provinces of India by the Assam Immigration Act which places a number of restrictions on the recruiting of labour. The Bombay Presidency, however, does not come under this Act and one of the objects of Mr. Bourne's visit is to compare recruiting conditions in this Presidency with those in Provinces under the Act, as it is felt that under modern conditions many of these restrictions are unnecessary.

The only Government restriction in force in Bombay is that a recruit shall satisfy a district magistrate that he is proceeding to Assam entirely of his own free will and wish. Non-official restrictions are enforced by an organisation under the auspices of the tea industry itself and these appear to be very effective. Not only are negative measures applied but research is being carried on, and the Superintendent of the T.D.L.A. (Tea Districts Labour Association) in the Presidency, Mr. Alderson, will shortly leave for Assam through which he will tour and observe closely the castes which settle down permanently and which take to labour conditions best there. On the result of his observations will be based new proposals for restricting recruitment to a certain extent to these castes.

The Bombay Presidency supplies an average of 2,000 labourers annually to the Assam tea gardens, chiefly from the Nasik and Dharwar Districts. They are first given clothes and then are taken to Assam at the expense of the gardens employing them and are fed and cared for at stations en route by an organisation controlled by the Assam Labour Board, which has supervisors at these stations. If they remain in Assam, working on the tea estates, the labourers become entitled to repatriation. Many of them enlist for the work on the understanding that they are repatriated at the end of shorter periods while a percentage who go with their families settle there.

All Labour offering in the Presidency is not accepted by the T.D.L.A. as can be seen from last year's figures, when, over 2,700 offered for recruitment and over 600 were rejected for a variety of reasons, chief among which was that they appeared to be physically unfit to undertake the work. It is interesting to note also that of the number offering, only 11 were unattached single women and that all of the 11 were rejected. Whenever possible families are recruited and on no account are single unattached women taken, if it can be avoided.

Assam annually absorbs anything from 40,000 to 50,000 labourers from India. All are paid by piece work which comes to about one anna per hour and the labourers make comparatively good money at this rate.

(Times of India.- 25-8-30).

The following information about Assam tea-gardens and the conditions of labour obtaining in them is taken from an article under the caption "Labour Conditions in Assam" contributed by Mr. N. M. Joshi to the Servant of India, Poona, and published in its issue dated 1-5-1924.

"Before describing the present legislation and the system mentioned above, it will be convenient to place before the readers a few facts regarding the situation. The total area of Assam is 61,000 sq. miles and the population 79,00,000 giving an average of 130 persons per sq. mile. There are about 880 tea-gardens with a total area of 14,00,000 acres of land, of which about 4,00,000 acres are at present under tea. The total annual production of manufactured tea is about ~~250~~ 230 millions of pounds, yielding to the planters an annual income of about Rs. 80 millions. The total population on the tea-gardens is 9,16,000, out of whom 6,51,000 are actual workers and 2,65,000 are dependents. Of the people on the tea gardens 3,30,000 persons were born in Assam. Most of them live on the gardens; only about half a per cent. do not live on the gardens. As regards the economic condition of the labouring population exact figures of the average wages for the province are not available. But the average maximum wage may be estimated at between Rs. 8 and Rs. 10 per month for an adult male, between Rs. 6 and Rs. 8 for an adult woman and about Rs. 4 for a working child. Concessions in the form of free housing, cheap rice, free medical treatment, land for private rice cultivation, may be estimated to give each family an additional average monthly income of about Re. 1 or about four annas per head per month. The average annual cost of housing a family, say, of four persons is estimated at between Rs. 10 and Rs. 20. In leisure time each family on an average cultivates two-fifths of an acre of rice-land giving an annual income of Rs. 12 or Re. 1 per family per month or 4 annas per month for each working member. The labourers also do not pay for grazing their cattle if they have any and also for fuel which they themselves gather in the leisure time from the garden forest. But the aggregate total value of these concessions cannot exceed the figure given above."

[A summary of the report of the Assam Labour Board for the year ending 30th June 1929 is published at pages 16-17 of the report of this Office for November, 1929.] *For conditions in the tea industry at present, see the report of the Assam Labour Board for August 1929, pp. 33-37 & 40-42.*

Minimum Wage for staff of Municipal Corporation, Madras.

The Municipal Corporation Council, Madras, at its meeting on 24-9-30 discussed the question of granting a minimum wage of Rs. 20/- per month to all its employees.

The Council at its meeting on 8th January 1929 referred to the Commissioner for report on its financial aspect the question that the minimum wages to all classes of labour employed by the Corporation be fixed at Rs. 20. In his note dated 21st February 1929 the Commissioner reported that the additional cost involved in the proposal

KLB. 4.

to grant a minimum wage of Rs. 20 to all employees would be Rs. 759 and ^{Rs.} 21,303 per month under "establishment" and "labour" respectively. This was considered by the Council on 14th April 1929, when it resolved to refer the matter to the ~~Works~~ and Taxation and Finance Committee to consider and report on the financial aspect. The Works Committee on 29th January 1930 ^{which} ~~who~~ considered the matter, referred the question to the Taxation and Finance Committee. The latter reported that in case the minimum wage of Rs. 20 was given, it would involve an additional expense of Rs. 2,64,000 per annum.

Mr. S. Satyamurti moved the following resolution :- "That a provision of Rs. 800 a month be made for ~~payment~~ paying a minimum wage of Rs. 20 to all members of the staff under establishment of the Corporation." In moving the resolution, he pointed out that in view of the cost involved, the question of a minimum wage should be considered for the present, with regard only to all employees of the Corporation other than labour.

Mr. Satyamurti's resolution was carried.

(The Hindu .- 24-9-30.)

Hours of Work and Rest periods in Indian Railways:
A.I.R. Federation's interview with Railway Board.

Mr. A. M. Hayman, Member of the Railway Board, met representatives of the All-India Railwaymen's Federation on the 1st September at the office of the Railway Board, Simla, to discuss the proposed rules and the instructions to give effect to ^{the} recent amendment to the Indian Railways Act regarding hours of work and periods of rest of railway servants (A copy of the Amended Act is included at pages 9-12 of the report of this Office for January 1930). Mr. V. V. Giri, who headed the

deputation and who was supported by Messrs. S. Guruswami, J. K. Chatterjee and S. G. Kale had presented some days previously a memorandum drawn up by the Federation after a study of the proposed subsidiary regulations (An advance copy of this memorandum has been forwarded with this Office's minute D.1/1273/30 dated 14-8-30). In commenting on this memorandum, Mr. Hayman pointed out that he was not in a position to discuss the provisions of the Railways Act as such, but only the rules and instructions which it was proposed to issue to give effect to the law. Various aspects of these regulations were then gone into very thoroughly, and in many cases Mr. Hayman was able to explain the intentions of the Board and to promise that various outstanding points would be investigated and considered.

(The Hindu .- 2-9-30).

Commenting on the Simla discussions between the All-India Railwaymen's Federation and the Railway Board, the Indian Labour Journal, Nagpur, the official organ of the B. N. Railway Indian Labour Union, in its September 1930 issue (Vol. VII, No. 12) says :

"The Railwaymen's Federation registered their protest that prior to the introduction of the Act the Government ought to have consulted the workers and carried the spirit of Washington and Geneva Conventions. The Railway Board admitted this mistake but explained away by stating that their anxiety for its early introduction was so great that they did not find time to do so. Of course this is considered a lame excuse. Unless prior consultation is made in all matters connected with revision of service conditions, the Railwaymen's Federation cannot take any responsibility for securing peace in industry and if trouble and strike consequently arise the Railway Board alone will be responsible for it."

"During the interview which the General Secretary had with the Labour Member of the Railway Board, it was felt that when Railway Unions had to make any representations of a general nature it would be convenient if the same were to pass through the A. I. R. Federation which has now been recognised by the Board so that action might be taken expeditiously. During the interview the General Secretary presented officially (1) a memorandum relating to G. I. P. Railway strikers now unemployed, at the instance of the G. I. P. Men's Union; (2) similar Memoranda with respect of difficulties of payment in ~~xxxx~~ connection with the punitive tax on the Bengal Nagpur Railway,

KLB. 6.

(3) a Memorandum with reference to the revision of the pay of clerical employees on the M. & S. M. Railway, and (4) a representation re: grievances of the workshopmen on the E. I. Railway. Prominent mention was made ~~relating~~ to the restriction of freedom of association on the E. I. Railway and the General Secretary desired an early inquiry into this matter and that instructions should be sent to the East Indian Railway Administration not to interfere with legitimate Trade Union activities of the Federation."

(Indian Labour Journal, September '30

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16.

Working of the Workmen's Compensation Act, 1923,
in the Bombay Presidency during 1929.

The consolidated statement appended to the report shows that the average number of workmen employed daily in factories was 350,204 adults and 5908 minors; in Mines 12,229 adults and 12 minors; in Tramways 3682 adults and no minors; in Port Trusts 2869 adults and 3 minors. The total number was 368,984 adults and 5923 minors, The total number of accidents in all these concerns was 3534 of which 53 resulted fatally, 343 in permanent disablement and 3138 in temporary disablement, as against 3012, 58,228 and 2726 respectively in 1928 and 3189, 76,250 and 2863 in 1927. The total amount of compensation shown as paid for all these accidents was Rs. 1,71,965-13-3 of which Rs.43,769-8-0 was in respect of fatal accidents, Rs. 78,140-11-11 for permanent disablement and Rs. 50,055-9-4 ^{was} ~~was~~ paid for temporary disablement as against Rs. 47,407, Rs. 62,407 and Rs. 38,405 in 1928 and Rs. 58,248, Rs. 58,884 and Rs. 48,997 in 1927 respectively. The figures for the past years are inclusive of the particulars ~~was~~ shown in the "miscellaneous returns" which is not, however, the case this year, as it has been decided not to include these figures in the consolidated statement. ~~as under the Notification they are not required to submit any returns.~~ The average number of workmen employed daily in the miscellaneous concerns ^{which} ~~which~~ have submitted returns was 10,736 adults and 10 minors and the total number of accidents was 204 of which 9 were fatal accidents, 4 resulted in permanent disablement and 191 in temporary disablement. The total amount of compensation shown as paid for all these accidents was Rs. 8710-6-8 of which Rs. 3820 were for fatal accidents, Rs. 2308-9-0 for permanent disablement and

Rs. 2581-13-8 for temporary disablement. These figures include compensation paid by employers to the claimants both through the Commissioner as well as under agreements registered, but exclude compensation paid to railway servants as the returns in that connection are not sent to the Commissioner but are submitted to the Railway Board direct. Moreover, this does not necessarily represent all the compensation paid, as not every employer employing workmen who are eligible for compensation under the Act has to send in returns.

Amendments of the Act.- During the year under report several important amendments were made in the Act. The restriction of compensation in the case of workers employed in the construction, repair or demolition ~~in~~ of buildings and bridges, to permanent total disablement or fatal cases was removed. Men employed on Railways by railway contractors who were in some cases excluded from the operation of the Act were definitely brought within its ~~scope~~ scope. An amendment of a different character made it possible to recover, under section 31 of the Act, any compensation obtained from the Commissioner by fraud, misrepresentation, etc.

General Remarks .- The work of the Commissioner for Workmen's Compensation was greatly facilitated by the fact that about 43 per cent of the cases were dealt with by Insurance Companies and it is the Commissioner's experience that claims are settled more speedily and just as equitably when Insurance Companies are concerned than when the employer deals direct with the workman, no doubt, because of their greater familiarity with the law and the procedure laid down in the Act. The report points out that Trade Unions~~a~~ continued to play a negligible part in obtaining compensation for workmen, with the notable exception of the Textile Labour Union, Ahmedabad.

(Labour Gazette, Bombay, August 1930.)

Programme of the Royal Commission on Labour.

The Royal Commission on Labour in India reassembled in Colombo in the middle of October. The President, Mr. J. H. Whitley, and the Commission's staff and probably most of the members left Marseilles on September 26. Conditions of labour in Ceylon do not come within the Commission's terms of reference and the four days which the Commission spend on the island, ^{would be} ~~were~~ devoted to gaining insight into ~~the~~ general conditions, especially on tea estates, for purposes of comparison with conditions of labour engaged in similar employment in India. Mr. Birla who did not accompany the Commission to England will rejoin at Rangoon, and after hearing evidence in Burma, the only Indian Province not yet visited, the members will proceed to Delhi about the middle of November, where further evidence will be heard if the Commission considers ^{it} necessary. The report is expected to be ready before March 21, when the Chairman returns to England.

Industrial Housing schemes, Bombay.

The housing conditions of the working classes in Bombay city are among the worst in India and to improve conditions in this respect the Government of Bombay has during the last decade been engaged in carrying out an extensive programme of industrial housing. The Government of Bombay has recently published its annual report for 1929-30 on the working of the Industrial Housing Schemes in Bombay city. An important administrative change in the working of the housing schemes was the transference in April 1929 of the management of the Housing Schemes from the Development Department to the Collector of Bombay. The change in management is significant as the conduct of affairs by the Development Department has been the subject of severe criticism in the Bombay Legislative Council and in the Indian press on the grounds of inefficiency, extravagance and want of sufficient forethought in devising the right type of tenements suited for the working classes of the City. It had been pointed out that the rents charged for the tenements were too high for the average Bombay worker to pay and that, as a result, many of the buildings set up for housing ~~the~~ ^{the} city's workers were either lying unoccupied, or were occupied not by workers, but by members of other than the working classes. The report points out that during 1929-30, 124 chawls (houses for working classes) were occupied, as against 122 in 1928-29. The year began with a general strike in the mills and during the first quarter there was a decline in the number of tenancies owing to the disturbed condition of the textile industry and the serious communal riots which occurred at that time. From September the occupancies began to rise again and continued to increase till March when there was a slight decline. The number of rooms occupied at the close of the year was 7,291 as

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compared with 6,805 at its commencement.

The approximate population of the chawls was 35,000. The number of deaths in the chawls during the year was 892 or approximately 25.4 per thousand against 23 in the previous year. There was an outbreak of smallpox in February 1930, which was promptly checked. On the whole, the sanitation of the chawls and their surroundings at the four centres was satisfactory. The total amount of rent collected during the year was Rs.5,41,395 including the recovery of arrears, against an assessment of Rs.5,69,371, the percentage of recovery being 95 against 78 in the previous year. In the difficult circumstances of the year the rent recoveries were satisfactory. The total amount due from absconders was Rs.79,124 against Rs. 60,388 in the previous year. Out of this, Rs. 4,811 were recovered, leaving Rs.74,313 still to be recovered. Including this amount and the arrears of previous years, the total arrears amounted to Rs. 1,92,433 against Rs. 1,66,088 on March 31,1929.

(The Times of India.- 24-9-30)

Municipal Scheme for Industrial Housing, Ahmedabad.

The Ahmedabad Municipality has for some time past been considering the feasibility of carrying out a scheme of building sanitary houses for the workmen of the city. Ahmedabad is well known for the bad housing of its industrial population; the floods which occurred in the city during July 1927 destroyed about 7000 tenements of the working classes of the city and thus created a very acute situation in respect of housing conditions.

The Ahmadabad City Municipality therefore set up a Working class Housing Committee to ~~get~~ go into the question. The Committee after studying the various aspects of the situation and going through a statement prepared by the Ahmedabad Labour Union on housing conditions in the city issued the following statement on 7-8-1930 :-

We think that there is ~~unanimous~~ consensus of opinion that the Municipality ought to take the lead in the solution of this problem, and that the Millowners as employers of labour should share the responsibility of financing the scheme either individually or conjointly. The scheme should be considered in three parts :-

(1) What can be done under the existing law in three years. (2) What are the ways and means for executing the same. (3) What steps should be taken for amending the law, for wider activities.

As to (1), the new provision of clause (p) in Section 71 of the City Municipal Boroughs Act, 1925, authorizes a Municipal borough ~~to~~ to incur expenditure for the construction of sanitary dwellings for the poorer classes. It is, no doubt, a discretionary function, but the industrial conditions of Ahmedabad are such that Municipality should treat it as if it were an obligatory function. The Municipality should, therefore, undertake the scheme of housing the working classes in the areas reserved in the Jamalpure Town Planning Scheme for private owners for this purpose, or in the plots proposed to be acquired by the Municipality from private owners on account of default of the owners in the payment of their net contributions. If these model chawls attract working class people, the experiment may be extended to other areas.

As to point No. 2. we are of opinion that if the proposal is administratively approved, the Ways and Means Committee may be requested to suggest that the ~~burden~~ burden of debt charges (i.e., interest and sinking fund instalment) plus upkeep charges should fall on the employers of labour and a light increase in terminal tax on Cotton, Coal, Yarn, and piece goods will enable the Municipality to finance the scheme at an initial outlay of Rs. 4,50,000/- on the

experimental instalment of the housing scheme for the poor to the extent of 500 tenements. The recurring charge will be about Rs.34,000/-. When revenue from rent at say about Rs. 5-8-0 per tenement per mensem begins to accrue, the scheme may be extended from the very source of revenue already tapped without increase in the rate. In the case the working classes are prepared to form themselves into co-operative Housing Societies, the Municipality may either lease out plots on building leases, or build tenements on hire purchase system.

As regards point (3) we are of opinion that, with a view to encouraging the construction of Sanitary dwellings, the present provisions of the Municipal Act, are defective. In our opinion, the outline of certain provisions of making various kinds of schemes worked and recommended by the standing committee ought to be accepted if improvements are to be made at a reasonable cost in the already developed area. The machinery of the Bombay Town Planning Act and the Land Acquisition Act is inadequate. If the proposal for the amendment of the Municipal Act on the lines indicated is accepted by the General Board, we would also suggest that the Municipality should be empowered to borrow money for subvention to private owners if the latter under-take construction of buildings according to approved plans. Such a proposal has already been made by the Bombay Corporation and the Bombay City Improvement Trust for the amendment of their Local Act.

On the report being submitted to the General Board of the Ahmedabad Municipality, it passed the following resolution on 15-9-30:-

Resolved that this Board approves the report of the Committee for Housing accommodation for the poor, and requests the Standing Committee in consultation with the Ways and Means Committee to suggest the requisite amendment of the Taxation Schedule, on the lines indicated or on other suitable lines, within fifteen days.

The Chief Officer be requested to submit a draft Notification for the acquisition of area for construction of tenements as suggested by the Committee and to arrange for a provision of Rs. 50,000/- out of the General Fund Balance for the acquisition of sites already selected as an initial measure, by way of advance, pending the formal sanction of Government to the floating of a loan on the basis of the additional source of revenue.

(Extracted from a Communication to the I.L.O.,
New Delhi, from the Secretary of the Ahmedabad
Labour Union.)

The following information about industrial housing conditions in Ahmedabad is taken from a statement on the subject submitted by the Ahmedabad Labour Union to the Ahmedabad Municipality :-

The total population of Ahmedabad City in 1921 was 270,773, out of which the working class population amounted to 165,136. The total

population in March 1929 has been estimated to be 314,093, the working class population being estimated at 185,490. The number of working class families in the city is estimated at 47,200, the average number of persons per working class family being 3.93. The number of rooms required, allowing one tenement to each family and keeping a minimum of 4 persons per room, after making allowances for number of empty tenements required etc., has been estimated at 73,925 rooms. The existing net supply of rooms is estimated at 47,746, which leaves a balance of 26,129 rooms as the existing shortage of rooms for industrial workers in the city.

The Ahmedabad Labour Union recently conducted an inquiry into the housing conditions of the working classes in the city and in the course of its investigations inspected 23,706 tenements. The Labour Union states that out of the 23,706 tenements about which definite information is thus available, about 8869 tenements are unfit for habitation owing to various defects, such as floors being below ground level, height being below 7 ft. surface area being less than 75 Sq. ft, etc. The English standard of industrial housing, the report states, is 12 tenements per acre, but Ahmedabad can count 10 to 20 times that number on an acre. Out of the 23,706 tenements inspected, 588 had a floor space of less than 75^{Sq.} ft., 2945 a floor space of less than 100^{Sq.} ft., 7310 less than 125 Sq. ft., and 15,707 less than 150 Sq. ft. A large majority of the tenements are placed back to back with no means for satisfactory ventilation. 8508 tenements out of 23,706 visited had no plinth at all, while the floors of 722 were below the level of the surrounding ground. Again, of the 23,706 tenements inspected, 8786 were unconnected with the municipal supply of water. Of these 3117 had supplies from wells, but 5,669 tenements had no provision for water

supply. Bathing and washing accommodation has not been thought of except in one or two municipal chawls. 5,360 tenements possessed no latrine accommodation, and only very few working class tenements were connected with the drainage system of the city. The average rent is Rs. 5 to Rs. 6 per month for one single room.

The Labour Union's report states that extremely unsatisfactory housing conditions has made Ahmedabad a very unhealthy city, the mortality rate of the city being over 40 per mille. ~~xxx~~ The Public Health Commissioner for India in his annual report for 1926 compares infant mortality per 1000 of live births for different cities in India and according to the report Ahmedabad with 438 tops the list after Puri, Poona, Surat and Cawnpore. Bombay City recorded 255, Calcutta 372, Madras 282 and Karachi 253. The latest figure for Ahmedabad is 334.2.

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Industrial Organisation
Employers' Organisations.

Indian Merchants' Chamber, Bombay, & Boycott of Foreign trade.

At pages 41 to 47 of the report of this Office for May 1930 references have been made to the resolutions passed by several Organisations of Indian merchants to adopt a strong political programme and to resort to boycott of foreign goods as a weapon of coercion. The Indian Merchants' Chamber, Bombay, ~~which~~ had been taking the lead in this movement, and had even passed a resolution withdrawing its representatives from the legislatures. According to the Times of India, Bombay, of 19-9-30, differences of opinion have arisen among the members of the Chamber on the point whether such decisions are in keeping with the constitution of the Chamber and whether they are binding on the members. The issue between the differing parties in the Chamber came to a head when one section requisitioned the President of the Chamber to convene a meeting on 10-7-30 to consider certain political resolutions. After protracted discussions, the opinion of the Advocate-General, Bombay, was sought on the subject. The following is the purport of the question put to the Advocate-General and his answers thereto:

(1) Question:- Do the objects of the Chamber cover action of a purely political nature? Answer:- No.

(2) Question:- Was the resolution of the Chamber to withdraw members from the Legislative Assembly and the Bombay Legislative Council purely political? Answer:- Yes.

(3) Question:- If so, was it binding on the Chamber and its members? Answer :- No.

(4) Question:- Is boycott of foreign trade ultra vires of the Chamber? Answer :- Yes.

(5) Question:- Is the President and Committee of the Chamber bound to call the meeting requisitioned for the purpose? Answer :- The meeting must be called, but the Chairman can rule the resolution out of order.

(6) Question:- Is the requisition dated July 10, within the scope of the objects of the Chamber? Answer:- No.

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(7) Question :- Has the Chamber power to alter the rules?
Answer :- There is an express power to alter the rules. But no alteration is permissible which goes to the foundation of the association and is not compatible with its fundamental objects. No alteration can be made which brings about a fundamental change in the main and dominant objects. An alteration with a view to boycott foreign trade would be ~~an~~ an alteration of a paragraph which embodies the main or dominant objects of the Chamber and would not be permissible within Rule 31.

The Committee of the Chamber which met on 18-9-30 considered the opinions of the Advocate-General, but no final decision was arrived at by the Committee on account of want of time.

(The Times of India.- 19-9-30).

Economic Conditions.Jute industry.

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During the last few months, there has been a big fall in the price of raw jute, and the collapse of the jute market has produced a grave economic crisis throughout Bengal. The price of jute has declined to below Rs. 29 per bale in the case of raw jute, and to below Rs. 8-8-0 per 100 yards of "9 Porters Hessian" by the middle of September 1930. Rs. 29 per bale means Rs. 4. ~~2~~³/per maund for first-quality jute, roots cut, pressed into bales and delivered alongside steamer in Calcutta. It is estimated that out of this amount the cultivator in the villages would be getting barely Rs. 3, per maund. The Bengal Provincial Banking Enquiry Committee have gone very carefully into the question of the production cost of jute per maund to the agriculturists, and according to the figures supplied to it by the Director of Agriculture of Bengal, it costs the cultivator Rs. 6 to produce a maund of jute, while today he is realising only about Rs. 3. The estimated output of the jute crop for the current year is about 11.2 million bales, or 66 million maunds. On the assumption that the agriculturist is realising Rs. 3 per maund, the total loss on the entire crop to agriculturists of Bengal is Rs. 200 millions. Along ~~with~~ with the fall in price of raw jute there has been a severe fall in the price of manufactured jute as well, and the present price for 9 Porters Hessian is the lowest level touched during the last 15 years. There is no margin of profit to the mills, and the dealers and shippers of jute manufactures who have already entered into forward contracts now find themselves faced with heavy losses. The present slump is attributed to the fall in the price of manufactured goods due to accumulation of heavy stocks at Calcutta. In the past, whenever

there had been big crops, owing to the good price realised by the mills for their produce, they purchased raw jute freely, but as a result of the uncertain prospects before the jute mill industry today, they are not in a position to do so this year. This year's jute crop which is one of the biggest for many years, and is greatly in excess of world requirements, coincides with ~~the~~ acute trade depression. It will be remembered that some time ago the Indian Jute Mills Association decided to curtail the working hours of the mills to 40 hours a week till the end of March 1931 (vide, page 24 of this office's report for June 1930, and page ~~at~~ 45 of this office's report for August 1930). It is obvious that hours will have further to be curtailed, and that the cultivators should be induced to sow less jute. Without any stamina or staying power and with the present huge losses staring ^{them} in the face, it is difficult to see how the cultivator is to carry on till the next season's harvest. Acute economic distress prevails in every district connected with the jute cultivation, and there are general apprehensions that, goaded by privation and misery, ~~the~~ riots and lootings may break out in the areas where distress is greatest.

Sir George Schuster, the Finance Member of the Government of India, stated at the Financial Conference held at Simla *on August 1930*, that in ^{the} case of such crops like jute which are in a monopolistic position, an organisation such as that for Brazilian Coffee, ~~should~~ to control and stabilise prices, might ^{be} ~~prove~~ of value. Sir George said "if any well-considered scheme, worked out by responsible people engaged in the handling of particular crops, was ~~it~~ put before us, and if such scheme offers some hope of market~~ing~~ crops in such a way as to be of real benefit to actual producers, and, if to make it practicable, some form of government backing were necessary, we should be prepared ~~to~~

to give such a scheme our most careful consideration". In view of the present position in Bengal, an appeal was made to Sir George to intervene; but, since the commercial bodies concerned have not yet been able to evolve any practical proposals, he found it impossible to agree to this request. Meanwhile, the Bengal National Chamber of Commerce have taken the initiative to summon a conference of the various commercial bodies connected with jute on the 17th October 1930. The points to be discussed at the conference may be summarised as follows:

- (1) Regarding the present year's production of jute - (a) Should a propaganda be carried on asking the cultivators to hold on such portion of the stock as is in excess of the current year's requirements? (b) If so, what should be the nature and method of such propaganda? (2) Government help - Should Government be approached to enable the cultivators to increase their staying power by advancing short-term loans or otherwise? (3) Restriction in next year's cultivation - (a) Should a propaganda be started to advise the cultivators to restrict the area under jute next year, and (b) if so, should the Government be asked to undertake this work directly or indirectly? (c) What should be the nature of the propaganda? (d) Should the Government be requested to supply the cultivator and traders with more detailed information about the stock, demand, price, etc., of jute and jute manufactures? (4) The Part of the Jute Mills - Should the Jute Mills be requested to raise the price of manufactured goods by reducing stock? (5) Organisation - With a view to protect the jute industry and trade against violent fluctuations in prices, should the Government be requested to form a Committee to formulate

a necessary scheme for the creation of an organisation paying due regard to the experience of the countries mentioned by the Hon'ble the Finance Member of the Government of India in his recent speech delivered at the meeting of the Finance Secretaries of the different provinces?

Cotton Industry.

Early in September 1930, the Bombay Millowners' Association issued a statement pointing out the extent of the harm done by the boycott, under the orders of the Indian National Congress, ~~of~~ the products of certain Bombay mills. It says that the 15 mills on the boycott list are capable of producing 331 million yards of cloth annually, working a single shift, while the total production of the Bombay mills is 1,200 to 1,250 million yards; so that an effective boycott of these 15 mills would reduce Bombay's productive capacity by 25 per cent. Stoppage of these mills would mean unemployment for 34,000 hands, and the loss in wages to them would be Rs. 14.5 millions.

6 more mills in Bombay City were closed down on the 1st September bringing the total of closed mills to 24. The total numbers of spindles and looms rendered idle by the closing of these mills are 745,016 and 20,159 respectively. The total unemployment caused is said to be about 60,000, of which about 20,000 hands have been displaced by some of the mills, not entirely closed down, but which are not working to full capacity.

The acute state of unemployment prevailing in Bombay is reflected in the statistics gathered by the Bombay Labour Office, according to which the figure of unemployed mill-workers of Bombay on the 24th

September 1930 stood at 48434, made up as follows:-

By ^{the} closing of 6 mills prior to 1-1-1930	7,265 workers
By the closing of 19 mills since 1-1-1930	35,979 ..
By partial closing of 7 mills	5,190 ..
Total	48,434 ..

Towards the end of the month there was a slight improvement in the demand for cloth in Bombay owing to the recent weakening of the civil disobedience movement in Bombay and to the favourable monsoon conditions prevailing in most parts of the country.

According to the Times of India of 24-9-1930, a notable feature of the plight of the mill labour in Bombay at the present time is that it is more unorganised and voiceless ^{than} ~~as~~ before. Since the breakdown of the last general strike in ^{September} 1929, trade unionism, both of the extremist and of the moderate type, is practically dead. The Girni Kamgar Union which boasted a membership of 53,000 before the collapse of the last ~~general~~ strike, has now on its rolls only 800 members, with an effective membership of perhaps half that figure. The mill-hands have lost faith in both their extremist and their moderate leaders! In an appeal for help issued by Mr. E.L. Khandalkar, President of the Girni Kamgar Union, the Indian National Congress is blamed for the boycott "which has in a large measure contributed to the terrible condition of the mill workers". This communist organisation has thus once again expressed its disagreement with the national movement in the country, leaders of which - men like Jawaharlal Nehru - have always been condemned by the Moscow press as being leaders of the reformist, as opposed to the revolutionary, type.

Bombay Cotton Mill Merger.

A Reuter's telegram which appeared in the Indian press early this month, announced that the Bombay Millowners had requisitioned the services of a Manchester firm of Mill Valuers "in order to formulate a scheme for the amalgamation of the principal mills in Bombay somewhat on the lines of the Lancashire Cotton Corporation". About 50 mills of Bombay are expected to join the combine, the object of which is to run the mill industry on efficient and up to date lines, by the scrapping of old and the installation of up-to-date machinery, the re-organisation of the sales ~~agencies~~ agencies and the reduction of overhead and management costs. It is understood that certain preliminary negotiations have taken place between the Bombay Millowners on the one hand, and the Government of India and the Imperial Bank of India on the other, by which the Bank has provisionally agreed to provide working capital for the scheme ^{by} with an initial loan of Rs. 100 millions at 6½ per cent interest, in the same way as the Bank of England has assisted the Lancashire Corporation. The negotiations, however, will be finally concluded only after the report of the Valuers ^{is available} and the a detailed scheme drawn up embodying the terms on which individual mills will be taken over by the combine. One of the proposals is to abolish the managing agency system, which has been condemned by the Indian Tariff Board, and to create a directorate for the control of the whole group of mills which come into the merger.

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Indian Lac Cess Act, 1930.

An Act to provide for the creation of a fund for the improvement and development of the cultivation, manufacture and marketing of Indian Lac was passed by the Indian Legislature and has received the assent of the Governor General on the 25th July 1930. The Act is to be known as the Indian Lac Cess Act, 1930 (Act No. XXIV of 1930), and it repeals the Indian Lac Cess Act of 1921. The chief provisions of the Act are as follows :-

(1) A Cess at the rate of 4 annas per maund (nearly 80 lbs.) in the case of lac and 2 annas in the case of refuse lac is to be imposed on all lac and refuse lac produced in British India and exported to any port outside British India. The Governor General in-Council may reduce this rate on the recommendation of the Lac Cess Committee.

(2) A Lac Cess Committee is to be constituted consisting of 7 ex-officio members and 10 non-official members to receive and expend the proceeds of the cess for the improvement and development of methods of cultivation, manufacture and marketing of Indian lac.

(Gazette of India, No. 31, dated 2-8-30 pages 65 to 67, Part IV).

Hide Cess Inquiry Committee's Report.

At page 51 of the report of this Office for September 1929 reference had been made to the appointment by the Government of India on 28-9-29 of the Hides Cess Inquiry Committee. The Committee was appointed to inquire and report on (1) the articles on which a cess might suitably be imposed and the rate of cess on each article; (2) the constitution and personnel of the committee which would administer such a cess; and (3) the functions of the committee and the objects on which the cess might be expended.

The Committee has recently submitted its report, which gives at the outset an outline of the history of the tanning industry. In point of importance, the industry (the hide and skin trade and the Indian leather-making, leather-working and allied industries) is one of the most important phases of India's economic life. Its annual gross value runs into as many as 400 to 500 millions of rupees. It not only gives employment to large numbers of men but - and this is an important fact to be kept in view - is a factor in the economic well-being of millions of India's depressed classes. Any action taken for its ~~improvement~~ improvement will automatically, though perhaps ^{only} gradually, help to better their lot. At present factories on modern lines are few, and apart from the village tan-yards the industry is largely concentrated in South India and caters in the main for the foreign markets. The Committee consider that the development of foreign markets is essential for its expansion in the near future. The value of the tanned stock export trade is now about Rs. 90 millions per annum.

The Committee finds that there is appalling waste in the industry and that there is a great need for a thorough reorganisation of every link in the chain - the cattle-owner, the chamar (~~leather~~ leather worker), the owner of the slaughtered hide or skin, the trader, the commission agent, the tanner, the tanner for export and the shipper both of raw and tanned stock. The Committee also finds that the need for action by the Government has been clearly proved. The following are the main recommendations of the Committee :-

- (1) The rate of cess should be one per cent ad valorem;
- (2) articles to be cessed should be raw hides and raw skins;
- (3) the cess should be an export cess, that is, a cess levied on these articles when

exported; (4) the cess should be levied according to the existing export duty schedule of tariff valuations revised annually as at present by an independent authority. (5) The rate of the cess should be reviewed after sufficient experience has been gained of the working of the system; (6) A permanent Hides Cess Committee should be created whose function should be restricted to the problems of improvement of raw stock and of organisation for handling it both in India and abroad, the improvement of the Indian tanning industry and the finding of foreign markets for Indian raw stock, leather, leather goods and allied manufacturers.

The cess is expected to yield about Rs. 7 millions per year and though there are considerable differences of opinion among the members as to the funds needed for the purpose of putting the organisation of the industry on a stable basis, all are agreed that the expected yield from the Hides Cess will enable the Cess Committee to make a good start.

(The Hindu.- 5-9-30.)

Employment and Unemployment.Employment Bureaux on English Models for India: Mr.A.H.Mackenzie's
scheme.

At pages 51 to 53 of the report of this office was given a summary of the report submitted by the United Provinces Unemployment Committee. Most of the Provincial Governments in India have been compelled by force of circumstances to appoint committees to consider the prevalence of unemployment among the educated middle classes. It was recommended that employment bureaux should be formed at Lucknow, Allahabad, Cawnpore, and Agra. The bureaux should maintain registers of middle-class students who had passed the high school examination or certain higher tests; ascertain what openings for employment there were for young men so qualified; help them to obtain employment; give advice to parents and schoolmasters about the course of preparation suitable to their boys; and collect and co-ordinate information.

The recommendation was based on the fact that similar agencies are in existence in England; but little is known in this country of their actual working. Mr. A.H. Mackenzie, the Director of Public Instruction, U.P. (now acting Educational Commission^{er} with the Government of India) when on leave in England recently made a study of the organisation and working of juvenile employment agencies in Great Britain. His report on the subject has been circulated to members of the provincial legislature and other authorities in the United Provinces. It gives a comprehensive account of the aims and methods of the advisory committees, and points out that the establishment of public arrangements in Great Britain for advising and assisting boys and girls and placing them in employment dates back some 20 years. At present approximately 170 juvenile advisory committees have been set

up by the Ministry of Labour and approximately 110 by local education authorities.

In Mr. Mackenzie's report the need is discussed for some organization of the kind in the United Provinces. He proposes the establishment of a provincial employment council to advise Government on all questions relating to the employment of the educated classes, to consist of representatives of (1) the Government Departments more directly interested; (2) the teaching profession; (3) the managing bodies of educational institutions; and (4) commerce and industry. The Council should have a full-time office staff, including a secretary, and should through him supervise the local employment committees which it is proposed to establish at important centres. Each local committee should have a full-time paid secretary appointed by Government, and suitable accommodation and clerical staff. Mr. Mackenzie is convinced ~~that~~ from the study of the working of juvenile employment committees in Great Britain that the success of such agencies depends on the work done by their full-time officers. The secretaries of the provincial council and the local committees should be graduates, and men of personality and energy who can gain the confidence of employers, parent^s and teachers. Mr. Mackenzie does not suggest that the setting up of these committees, will be a solvent in itself, but is ~~an~~ of opinion that they can remove some of the inevitable difficulties that face young men during the first two years which follow upon their school or college life, and can furnish employers with the information which will enable them to select those who are best fitted by character, physique, and education for employment.

(The Hindu, 14-9-1930).

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Unemployment.

Scheme for Technical School, Calcutta.

An attempt to deal with the unemployment problem for Europeans, Anglo-Indians and Indians alike is about to be inaugurated by the Salesian Fathers (the Salesians of Don Bosco, as they are sometimes termed) of Calcutta. Their scheme is the establishment of a technical institution in the immediate neighbourhood of Calcutta, for the benefit of all communities. The Society of St. Francis de Sales already possesses similar schools at Shillong and elsewhere, and these are functioning successfully. In them are taught carpentry, shoe-making, tailoring, engineering and other skilled trades, and the intention is to adopt as many as possible of these at the new institution, which, it is proposed, will be located at Ghosery - a region lying between Howrah and Lilloah and thus in close proximity to Calcutta. The tentative plans permit of the accommodation of about 600 pupils belonging to all communities. (The Statesman .- 13-9-30).

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Social Conditions.

The Bombay Prevention of Prostitution (Amendment)

Act. 1930.

The Bombay Prevention of Prostitution (Amendment) Act, 1930, received the assent of the Governor General on 21-8-30 and came into force in Bombay City on 3-9-30. (The text of the Bill, together with a statement of objects and reasons, are given at pages 60 to 66 of the report of this Office for February 1930).

The amended Act aims at giving greater effect to the provisions contained in the Bombay Prevention of Prostitution Act 1923. Under the old Act, only males who were found to live on the earnings of prostitutes could be punished. The principal aim of the new Act is to discourage by penalty panderers and all those who make or try to make a living out of the prostitution of others. The new Act makes the section applicable both to males and females. Secondly it enhances the punishment from two years to three years so as to make the offence cognisable and non-bailable. Under the amended Act, a brothel is defined as 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 purpose of prostitution. The vice areas of Bombay are of two kinds. One is what are known as tolerated areas and the other is described as clandestine prostitution carried on in respectable localities. It is expected that the extended definition of "brothels" under the amended Act would assist towards the disappearance of the vice areas of the city and thus make easier the task of repression of commercialised vice.

Pending the appointment by the Government of Bombay of a special

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staff to enforce the provisions of the amended Act, there is already in existence a small police staff consisting of one Deputy Inspector, two Sub-Inspectors and some Constables engaged in a campaign of enforcing the provisions of the Bombay Children's Act and the Prevention of Prostitution Act of 1927. Although the activities of this special branch may not have appreciably reduced the extent of the vice in Bombay it has undoubtedly exercised a very salutary check on the traffic in women and children. It is the regular daily routine of this staff to visit the tolerated areas to discover every new arrival in a brothel and to rescue such minor girls or adult women who are kidnapped or lured or recruited into the detestable profession and to rescue them and to bring the offenders to book. The rescued victims are detained pending investigation in social institutions such as the Women's Rescue Home and the Children's Home at Umarkhadi, the Vigilance Association's Home at Moreland Road, the League of Mercy Home (for Europeans) at Clare Road and the Shradhanand Ashram at Matunga.

Commenting on the new Act, the Times of India of 29-9-30 observes :

The application of the new Act to the city has made no difference to the extent of the vice and, it is feared, it will make little difference in the immediate future. The problem is too big to be tackled by mere legislation of this kind. The local police force is too busy dealing with political agitation to be able to give attention to the solution of such a social problem. To give effect to the provisions of the new Act will require a special police staff and it is understood that the question of providing such a staff is now receiving the attention of Government.

41

Co-operation.

Agricultural Co-operation.

Land Mortgage Banks.

A Bill for the regulation of land mortgage banks is now under the consideration of the Government of Madras, the principal aim of which is to establish a central land mortgage bank for the province.

The reasons for the creation of this new banking institution may be shortly summarised as follows: The funds required by the agricultural industry are of two kinds, first, the fixed capital to be sunk permanently in the acquisition and improvement of land, and secondly, the circulating capital, wanted ^{usually} for short periods, for growing harvests and marketing crops. The borrowed fixed capital in all countries is raised by real estate mortgages, and is intended to be paid out of the savings of the land, while the circulating capital is obtained on personal credit and upon securities of quick and easy convertibility. A committee which enquired into the present state of agricultural co-operation in the Madras Presidency a some time ago distinguished between these two kinds of capital and laid emphasis on the fact that short time loans must be granted for suitable periods in relationx to the harvests, and that they must be available immediately the need for them arose. The instalments of long term loans must be within the normal repaying capacity of the borrowers and payable at convenient dates. The Committee's conclusion was that these considerations were almost universally ignored in the Madras Presidency. One of their recommendations for keeping short term and long term loans separate was the creation of land mortgage banks to provide long term credit, co-operative institutions confining themselves to short term loans and to intermediate loans to be repaid in six years.

This suggestion has been carefully considered by both the provincial and central governments, as a result of which the Provincial Government have now taken up the proposed legislation for a Madras Central Land Mortgage Bank. In the course of a memorandum submitted by Diwan Bahadur M. Ramachandrarao, an ex-Member of the Indian Legislative Assembly, he makes a series of valuable proposals regarding the proposed legislation. He contends that since the ordinary law regarding Transfer of Property is unduly circuitous and delayed, land mortgage banks cannot successfully function if summary powers are not conferred on them. Otherwise, the funds of the mortgage banks, during the long periods of litigation, will have to be unnecessarily locked up. He, therefore, suggests that in the new legislation, subject to any claim for land revenue or rent, any debt due to a land mortgage bank under a mortgage shall become a first-charge on the crop of the land mortgaged to the extent of recovering the annual instalments due under the mortgage deed. Again, whenever it is necessary to sell ~~the~~ a hypotheca, the lending bank should have the power of selling the same to recover the mortgage debt without resort to the dilatory procedure prescribed in the Indian Transfer of Property Act. He supports these suggestions by a reference to the practice followed in this respect by the German Landschafts, by the French Credit Foncier, and by the Federal Farm Loans System of the United States of America. He also advocates the necessity for a complete system of registration of titles, and would like to see the procedure called the Purgé of the Credit Foncier of France adopted in India. Under this procedure the Credit Foncier, after assuring itself that the title of the intending borrower to the property to be mortgaged is clear, publishes a notice calling on third parties who have any rights to the property to proclaim themselves.

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If no third parties are coming forward as a result of this notification, they are estopped from afterwards contesting the bank's mortgage. He also insists upon the Government accepting responsibility for interests payable under the debentures of the land mortgage banks, and upon these debentures being declared trustee securities. Since, in the case of the Central Co-operative Land Mortgage Banks, the Government Registrar of Co-operative Societies is also an ex-officio Director and Trustee, he argues that there ought to be no difficulty to the Government assuming these responsibilities. Another point which he raises is that the present revision of the position regarding the co-operative banks ought to be utilised for giving the central banks some amount of control by way of inspection of and issue of general instructions to the primary banks.

(Hindu, 10-9-1930 and 13-9-30).

Progress of Co-operation in Hyderabad State.

The review of the Government of Hyderabad (Deccan) on the report of the Registrar of Co-operative Societies in the Hyderabad State for the year 1338 Fasli (1929 A.D) has recently been issued by the Director General of Commerce and Industry with the Hyderabad Government. On the whole, the Government express their satisfaction at the improvement in the working of the Department and also at the progress of the re-organisation of the Dominions Bank, whereby the central banks have now become shareholders and are electing directors to the Board. Further, the Government note that the financial position of the Dominions Bank itself seems satisfactory and ^{that} the Directors were able to make a marked reduction in the rate which they were paying for deposits.

There are now 29 central banks whose share capital, reserve fund and deposits continue to increase, while the loans taken from Government are on the decline. The public appear to be gaining confidence in the movement even in the outlying towns and most of the central banks are able to report an increase in their deposits. During the year a sum of Rs. 1 million was collected from the societies out of a total of Rs. 5.6 millions which was owing, but at the close of the year a sum of nearly Rs. 700 thousands was still owing by way of interest alone. Government say that the condition of co-operative societies in the State still leaves very much to be desired, and that the only satisfactory feature was the large proportion of the working capital of the societies, namely, 50 per cent, which actually belonged to the members. Out of Rs. 6 millions owed as principal and Rs. 2.9 millions owed as interest by the members to their societies only Rs. 300 thousands were collected by way of principal and Rs. 500 thousands by way of interest. The review states that these results amount almost to stagnation, and were it not that they were principally due to neglect and maladministration, would give cause for serious concern. Government were convinced, however, that practically all the outstandings were good and that as a result of the re-organisation undertaken and the better training and control of the staff, in a few years most of the societies will be on their legs.

(The Times of India, 30-9-1930).

Co-operation in Central Provinces and Berar, 1928-29.

The important features of Co-operative work in Central Provinces and Berar during 1928-29, as indicated in the annual report for the period of the working of the Co-operative Societies in the Provinces were (1) reorganisation of the great bulk of existing societies, (2) education of members, and (3) general supervision of societies. During the period under review, the functions of education and supervision were placed under the control of a central board, independent of the individual central banks. It is hoped that the centre of gravity will in this way be shifted from the central bank to the primary society and make the latter, as it ought to be, the keystone of the whole co-operative edifice.

The cancellation of lifeless societies increased the number under liquidation from 768 to 828, of which 704 were in the Central Provinces and 124 in Berar. There was a considerable increase in the number of awards issued during the year, but the total number of societies under award fell from 511 to 456. The fall was mainly in the Central Provinces. The total amount rose from nearly Rs. 3.4 ~~ix~~ millions to over Rs. 3.7 millions. There has been greater strictness shown in Berar in recovering the debts of large individual borrowers, but there has been no improvement in the general situation as regards the distribution of loans. The concentration of Rs. 6.35 millions out of Rs. 8.5 millions in the hands of 23 per cent of the members is an indication of the neglect of real co-operative principles. The important work of training and education continued to receive attention from the banks, the institutes and co-operative workers. 335 co-operative rallies were held and were attended by members of 2,602 societies and

nearly 20,000 others. The Central Provinces and Berar Co-operative Federation and the Co-operative Institutes, whose functions are mainly educational, had a successful year's work. Progress in the reorganization of existing societies was hampered by economic distress in the northern districts. Nevertheless 184 societies in the Central Provinces and 30 in Berar were reorganized during the year.

The central banks continued to enjoy the confidence of the public as is indicated by the fact that deposits further increased from Rs. ~~12~~ 12 millions to Rs. 13 millions. There was an increase of some 1.2 millions in the total working capital and nearly Rs. 2,20,000 in the reserve and other funds. A decrease of Rs. 2,21,416 took place in the total of bad and doubtful debts, which amounted at the close of the year to Rs. 13,82,527. Recoveries in the Central Provinces fell from Rs. 17,45,591 to Rs. 17,01,990 and rose in Berar from Rs. 21,52,510 to Rs. 23,98,978. With scarcity conditions in three districts and serious damage to crops in two others, the decrease in the Central Provinces might well have been much greater, while the increase in Berar surpasses all previous records. The figures encourage the hope that ~~the~~ Central Banks and societies are at last realizing the vital importance of punctual and systematic recovery of loans. Increased attention to recoveries resulted in a fall of nearly Rs. 2 millions in the total volume of arrears. In the province as a whole there was a considerable increase in overdues. (The Statesman.- 11-9-30).

Maritime.Working Hours in Karachi Docks.

At pages 62 and 63 of the report of this Office for April 1929 reference had been made to the hours of night work in Bombay docks, and to the objection taken to reducing the hours of night work in Bombay docks by the Committee of the Bombay Chamber of Commerce on ground that the hours of night work in the Karachi docks were understood to be 10 hours, i.e., from 7-30 p.m. to 6-30 a.m. with an hour's recess, and that if the hours of night work were reduced in the Bombay docks, the competition which Bombay was experiencing from Karachi would be aggravated.

The Karachi Port Trust has subsequently amended the Port Trust bye-law in regard to working hours of the Port. The new working hours of Karachi Port are as follow :-

Day 8 a.m. to 1 p.m. and 2 p.m. to 6 p.m.

Night 7-30 p.m. to 12 midnight; 12-30 a.m. to 5 a.m.

In a letter dated 31-11-29 addressed by the Secretary, Karachi Port Trust, to the Karachi Indian Merchants' Association, the Secretary states that the division of the 18 actual working hours as noted above would be worked as an experiment. The Committee of the Indian Merchants' Association, Karachi, in their reply stated that they approved of the reduction in the hours of work.

(Extracted from the Report of the Karachi
Indian Merchants' Association for 1929.
Page 15)

Scheme for Indian Sailors' Home, Bombay.

The Committee appointed by the Government of India to formulate a scheme for the establishment of an Indian Sailors' home in Bombay as a memorial to Indian seamen who gave up their lives during the

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Great War has recently submitted its proposals. The Government of Bombay communicated the proposals of the Committee to the Trustees of the Port of Bombay, who have intimated the Government of Bombay that they welcomed the scheme and were prepared to make a free gift of land at a suitable site near the docks. The value of the land is estimated at Rs. 2 millions and will represent the contribution of the Bombay Port Trust to the Capital cost of the undertaking.

(The Statesman .- 14-9-30).

Administration of the Bombay Port Trust, 1929-30.*

The following information about conditions of work in the Bombay Port during 1929-30 is taken from the administration report of the Bombay Port Trust for the period published by the Chairman of the Trust. The Board of Trustees consists of 22 members including the Chairman, of whom nine are nominated by the Bombay Government, 5 are elected by the Bombay Chamber of Commerce, 5 by the Indian Chamber of Commerce, 2 by the Bombay Municipality, and 1 by the Bombay Millowners' Association. During the period under report the Bombay Port Trust Act was amended, increasing the number of Trustees nominated by the Government from 7 to 8 and providing that one of them shall be representative of labour interests. Mr. Syed Munawar was nominated by the Government to the seat allotted to labour, and during his absence at Geneva Mr. R.R. Bakhale acted for him. The total approximate number of staff employed during 1929-30 was 11,236, as against 11,591 in 1928-29 and 12,207 in 1927-28. Of the 11,236 employees, 1,996 belonged to the permanent superior staff, 441 to the permanent inferior staff, and 8,799 to the temporary staff (including casual labour at the Docks).

Budget and Financial Position.- The total ordinary expenditure budgetted for was Rs. 27.824 millions, but supplementary grants to the extent of Rs. 140,000 had to be sanctioned during the course of the year for unavoidable items not foreseen when the budget was framed. Owing however to the unabated efforts to economise in every possible direction, the actual expenditure for the year was Rs. 27.623 millions, a saving of Rs. 201,000 on the original estimates and Rs. 341,000 on the revised estimates. As compared with the actual expenditure of the previous year, 1928-29, the expenditure for 1929-30 shows a decrease of Rs. 272,000. Having regard to the increased revenue, the reduction in expenditure and in the ratio of working expenses to receipts (51.50 per cent. as against 51.58 per cent. in the year 1928-29) is very gratifying. The budget estimates for the year

* Bombay Port Trust - Administration Report, 1929-30. Published by the Chairman of the Board of Trustees, Bombay Port Trust, Bombay. P.p. xxxvii + 55.

anticipated a deficit of Rs. 471,293 under General Account and a surplus of Rs. 96,716 under Pilotage Account; the actual result was a surplus of Rs. 321,093 under General Account which has been transferred to the Revenue Reserve Fund and Rs. 162,985 under Pilotage Account transferred to the Vessels Replacement Fund. An analysis of the results shows that the improvement over the original estimates was due to an increase of Rs. 658,000 in receipts and a reduction of Rs. 201,000 in expenditure. After transferring the year's surplus, the Revenue Reserve Fund stands at Rs. 8.354 millions, actual market value being Rs. 7 millions. In addition to the Revenue Reserve Fund, the accumulated Sinking Funds and equated loan repayments amount to Rs. 53.795 millions, while adequate reserves totalling Rs. 6.371 ~~xxxx~~ ~~xx~~ millions have been set aside for special purposes such as fire insurance, depreciation and emergency replacements. Capital works financed out of Revenue Reserve during the years 1916 to 1921 amounted to no less than Rs. 4.7 millions. No capital loan has been raised for the past five years, which constitutes a record in the history of the Trust. There was no increase in port or dock charges during the year under review. Inclusive of the reduction in surtax from 1st April 1929, the Trustees have reduced rates and charges during the last four years to the extent of over Rs. 3 millions per annum without impairing their financial position or depleting their accumulated reserves. Since the close of the year, the Trustees have abolished, with effect from 1st July 1930, the surtax of 25 per cent. on charges for pilotage, transporting, attendance and warping fees introduced in 1923-24 to balance the expenditure under Pilotage Account. This will mean an additional relief of about Rs. 100,000 per annum to the shipping of the Port.

Cargo handled.- The cargo handled at the docks and bunders amounted to 6,688,000 tons, a decrease of 19,000 tons as compared with the volume of the previous year. Imports accounted for about 53.4 per cent. and exports 46.6 per cent. of the total tonnage. During the first 8 months of the year under report, there was a good improvement in trade conditions. Unfortunately a set-back, caused by the general depression brought about by the fall in world prices of raw commodities, was experienced in the closing four months of the year, resulting in a fall in exports at the docks amounting to 167,000 tons as compared with the corresponding period of the preceding year 1928-29.

Import trade.- The most noticeable feature in the import trade of the year was the expansion in bulk petrol, the importations of which rose from 15 million gallons in 1928-29 to 22 million gallons in 1929-30, or an increase of about 50 per cent. The wharfage rate for petrol has been progressively reduced from 18 pies to 6 pies per gallon. Other noticeable increases in imports were recorded under sea-borne coal (+108,000 tons), grain (+33,000 tons), bulk kerosene oil (+45,000 tons), liquid fuel (+49,000 tons) and sugar (+12,000 tons). 14,000 motor cars and lorries were imported as against 8,000 in the previous year. The principal decreases were in raw cotton and piece-goods, the imports of which fell off by 81,000 bales and 24,000 packages respectively as compared with the previous year, oilmanstores (-44,000 packages), tea (-23,000 packages) and timber (-12,000 tons).

Export Trade.- In the export trade, there was a further recovery in Bombay's staple export commodity, viz., raw cotton, the number of bales exported during the year under review being 2,793,000 bales as against 2,656,000 bales in the preceding year, 1928-29, and 1,784,000

bales in 1927-28. Increases were also recorded under coal (+15,000 tons), Kerosene oil (+1½ million gallons), liquid fuel (+3,000 tons), manganese ore (+88,000 tons), myrabollams (+12,000 tons), and twist yarn (+20,000 bales). On the other hand, there were heavy decreases under grain (-54,000 tons), groundnuts (-76,000 tons), Oil-cakes (-83,000 tons) and seeds (-129,000 tons).

Vessels in harbour.- Vessels which entered the docks or were berthed at the Harbour Walls (excluding ferry steamers) totalled 1,965 with an aggregate tonnage of 4,895,326 net register as against 1,966 vessels with a tonnage of 4,828,376 in the preceding year. The dry docks were occupied during the year by 169 vessels as against 167 vessels in the preceding year, 1928-29. The total tonnage, however, decreased to 562,504 tons, being 98,091 tons less than the previous year. The Ballard Pier berth was used by 182 vessels during the year and 343 postal and passenger trains were run to and from the station, connecting with the incoming and outgoing mail steamers. The temporary hotel accommodation provided at the station for the convenience of passengers was made use of by 1,348 adults and 208 children.

Conditions of Dock Labour.- The Docks Hamillage (Labour) Department satisfactorily met all demands for labour during the year. The attendance of the labourers continued to be satisfactory and was not affected by any industrial dispute. The average number of labourers engaged daily was 2,445 and the highest number employed on a single day was 4,420. The total tonnage of goods handled during 1929-30 amounted to 4,142,175 tons, the ~~inclusive~~ inclusive labour ~~charges~~ charges averaging 4.05 annas per ton. The Trustees submitted a memorandum of evidence on the questionnaire issued by the Royal Commission on Labour in India, and later during their stay in Bombay the members of the Commission visited the docks and other parts of the Port Trust estates.

Administrative changes: ~~the~~ Creation of a new Department.- During the year under report, the Government of India, in pursuance of the policy of central administration of shipping, established a new department, styled the Mercantile Marine Department, in Bombay. The duties in respect of the administration of the Merchant Shipping Acts, Registration of Shipping, Examination of Masters and Mates, etc., which previously were carried out by the Port Officer and the Assistant Port Officer were transferred to the new department from 1st February 1930. In consequence of this change and the abolition of the posts of Port Officer and Assistant Port Officer, the Trustees created a new appointment of Deputy Conservator of the Port, as Head of the Port, Pilotage, and Deck Masters' Department, to perform all Port Trust duties previously carried out by the Port Officer and the Assistant Port Officer.

Indian Sailors' Home.- During the year under report, the Trustees considered a reference from the Government of Bombay requesting their views on the proposals of the Committee appointed by the Central Government to formulate a scheme for the establishment of an Indian Sailors' Home in Bombay as a memorial to Indian seamen who gave their lives in the service of the Empire during the Great War. It was decided to inform Government that the Port Trustees welcome the proposed scheme and are prepared to make a free gift of ~~the~~ plot of land as the most suitable location for the proposed Home. In addition the Trustees agreed to undertake, free of supervision and establishment charges, the erection of the building, if so desired by Government, and also to subscribe an annual sum not exceeding Rs. 5,000

Migration.Temporary stoppage of Indian labour recruitment to Malaya.

Consequent on the unprecedented fall in the price of rubber ~~due~~ due to over-production, it is reported that most of the plantations in Malaya have had of late either to restrict their output or close work for the present. As such, there is not much work for such of the South Indian labourers as are already there. There is also a general talk of cutting down the wages and effecting retrenchment. The authorities in Malaya have cabled to their Emigration Commissioners in India not to send to Malaya, until further advice, any more kangany-recruited labourers. Even in the matter of selecting and sending voluntary emigrants, the local authorities have been instructed to send only such as have their families living in Malaya now. (The Hindu, 2-8-1930).

Reduced wages for Indian labour in the Straits and Malaya.

Following representations from rubber planters, the standard rates of the wages of Indian male and female labourers in the Province of Wellesley, which is the only district in the Straits Settlements, where these are enforced, have been reduced from 50 and 40 cents daily respectively to 40 and 32 cents. Similar reductions are being made in the Federated Malay States. (The Hindu, 7-8-1930).

Repatriation of Indian Labourers from Malaya.

Owing to the fall in the prices of rubber and tin to an unprecedented level due to over-production and over-stocking, most of the rubber plantations and tin-mines in Malaya are closing down temporarily. The rubber plantations have been employing almost exclusively South Indian labourers and the tin mines Chinese labourers so that there is unemployment among the South Indian and Chinese labourers, in

Malaya. It is stated that the Malayan Government are now imposing restrictions on the immigration of Chinese labourers. The ~~the~~ closing down of the plantations and mines has resulted in large numbers of Indian labourers being repatriated to India. According to the Hindu of 5-9-30, about 1000 Indian labourers were brought to Negapatam, South India, by the British India Steam Navigation steamer S. S. "ETHIOPEA", Information received from Malaya shows that there are still about 25,000 South Indian labourers there out of work in the various homes for the unemployed and at other places awaiting repatriation.

(The Hindu .- 5-9-30).