

INTERNATIONAL LABOUR OFFICEINDIAN BRANCH

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Report for June 1932.Contents.

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References to the I.L.O.

During the month under review this Office issued five communiqués on topics connected with the 16th session of the I.L. Conference. The communiqués were roneoed and forwarded to all the important dailies and other periodicals in India and they received wide publicity in this country. Below are given details about the five communiqués:-

(1) A roneoed communiqué under the caption "Value of India's Association with I.L.O." was issued by this Office on 31-5-1932. The communique gave fairly full extracts from the speech delivered, in the course of the debate which followed the presentation of the Director's Report to the 16th session of the I.L. Conference, by Sir Bhupendranath Mitra, Indian Government Delegate to the Conference.

The communique was published in the Hindustan Times of 2-6-1932, the Hindu of 6-6-1932, the Statesman of 10-6-1932, the June 1932 issue of the Indian Post (Vol. III, No. 6) and Federated India of 8-6-1932 (Vol. VI, No. 23). (Copies of the communiqué were forwarded to Geneva with this Office's minute H 5/1426/32 of 2-6-1932.)

(2) A lengthy roneoed communiqué was issued by this Office on 4-6-1932 under the heading "No Retrogression in Social Policy". The communiqué gave publicity to selected extracts from the speech delivered by the late Director of the I.L.O., in reply to the general debate which followed the presentation of his annual report for 1931-32 to the 16th session of the I.L. Conference.

The communiqué was published by the Daily Herald of 7-6-1932, the Statesman of 10-6-1932, the June 1932 issue of the Indian Post (Vol. III, No. 6), Federated India of 15-6-1932 (Vol. VI, No. 24) and New India of 16-6-1932 (Vol. VI, New Series No. 11). (Copies of the

communiqué were forwarded to Geneva with this Office's minute H 5/1481/32 of 9-6-1932).

(3) A roneoed communiqué reviewing the I.L.O. Year-Book, 1931, was issued by this Office on 13-6-1932.

The review was published in the Hindustan Times of 15-6-1932, the Statesman of 18-6-1932, the Leader of 22-6-1932 and Federated India of 22-6-1932 (Vol. VI, No.25). (Copies of the communiqué were forwarded to Geneva with this Office's minute H 2/1577/32 of 16-6-1932).

(4) A roneoed communiqué was issued by this Office on 16-6-1932 on the I.L.O. Questionnaire on the Abolition of Fee Charging Employment Agencies. The communiqué explained fully the antecedents of the subject, set forth the action already taken on the matter by the I.L.O. and analysed the contents of the Red Questionnaire.

The communiqué was published in the Hindustan Times of 19-6-32, the Leader of 25-6-1932 and Federated India of 29-6-1932 (Vol. VI, No.26). (Copies of the communiqué were forwarded to Geneva with this Office's minute H 2/1721/32 of 23-6-1932).

(5) A communiqué was issued by the Office on 24-6-1932 on the Questionnaire issued by the I.L.O. on the subject of "Invalidity, Old-Age and Widows' and Orphans' Insurance". The communiqué described the previous efforts and achievements of the I.L.O. in the field of social insurance and the nature of the present attempt.

The communiqué was published in the Hindustan Times and the Daily Herald of 28-6-1932. (Cuttings from other papers which have published the communiqué in July 1932 will be forwarded to Geneva with the batch of cuttings accompanying the July 1932 report of this Office. 4Copies of the communiqué were forwarded to Geneva with

this Office's minute H 2/1849/32 of 29-6-1932).

... ..

The Times of India of 2-6-1932, the Leader of 3-6-1932, New India of 2-6-1932 (Vol. VI, New Series No.9) and Federated India of 8-6-1932 (Vol. VI, No.23) publish a communiqué issued by the Office on 27-5-1932 giving a summary of the proceedings of the 16th I.L. Conference (vide page 4 of the report of this Office for May 1932 for names of Indian periodicals which published the communiqué during May 1932).

The Servant of India of 2-6-1932 (Vol. XV, No.22) publishes an editorial note on the work of the 16th I.L. Conference, based on the communiqué on the subject supplied to it by this Office.

Besides the above communiqués issued by this Office on topics connected with the 16th session of the I.L. Conference, the Government of India issued a communiqué on 2-6-1932 on the Draft Convention adopted by the 16th I.L. Conference re. the Age of Admission of Children to Employment in Non-Industrial Occupations (vide pages 5-6 of the report of this Office for May 1932, for a reference to <sup>another</sup> ~~this~~ *on the same subject* <sup>Government</sup> communiqué). The communiqué was published in the Hindu of 7-6-1932 and the Leader ~~of~~ and the Hindustan Times of 8-6-1932.

... ..

The Times of India and the Statesman of 10-6-1932, the Daily Herald of 11-6-1932 and the Sunday Advocate of 12-6-1932 (Vol.IX, No. 19), publish reports of an interview given to the press by Diwan Chaman Lall, Indian Workers' Delegate to the 16th I.L. Conference, on his return from Europe. Referring to the achievements of the Conference Diwan Chaman Lall said:

"An important step was taken by the Conference in regulating the employment of children below the age of 14 in non-industrial occupations and, although the Convention by a narrow majority created a slight exception for India in regard to the age limit, if the Convention were ratified by India, it would mark great progress in the protection of children. The work of the Conference was overshadowed by the economic crisis through which the world is passing at present. The resolution moved by the workers' delegation, asking national governments to take immediate steps by creating employment in public works and other departments and lowering the hours of work to 40 per week in order to cope with the problem of unemployment, was passed. Various suggestions were offered to meet the economic crisis. Indian labour had also the distinction of raising <sup>an</sup> the important point affecting the interpretation of the Peace Treaty which would presumably be referred to the Hague International Tribunal."

... ..

The Statesman and the Hindustan Times of 18-6-1932 and the Times of India and the Leader of 20-6-1932 publish a communiqué issued by this Office to the Associated Press of India on 17-6-1932 re the invitation extended to the Government of India by the I.L.O. to participate in the forthcoming International Conference of Migration Statisticians which is to be held under the auspices of the I.L.O. The communiqué also gave publicity to the items on the agenda of the Conference. (Copies of the communiqué were forwarded to Geneva with this Office's minute H 2/1721/32 of 23-6-1932).

... ..

The Hindustan Times of 28-6-1932 and other papers publish an Associated Press of India message to the effect that Miss May Oung of Burma has accepted the invitation extended by the I.L.O. to her to become a member of the Committee of Experts on Women set up by the Governing Body of the I.L.O.

... ..

The Hindustan Times of 30-6-1932 and Federated India of 29-6-32 (Vol. VI, No.26) publish a lengthy review of the recent I.L.O. publication "Studies on Industrial Relations", Part II. The review was supplied to these papers by this Office. (Cuttings of the review published in other papers will be forwarded to Geneva with the cuttings accompanying the July 1932 report of this Office. Copies of the review were forwarded to Geneva with this Office's minute H 2/1720/32 of 23-6-1932.)

... ..

The Hindustan Times of 10-6-1932 publishes a photograph of the Indian Delegation to the 16th I.L. Conference. **The photograph was supplied to the paper by this Office.** ... ..

The report of the Millowners' Association, Bombay, for the year 1931 publishes at pages 10-12 and pages 92-102, the request of the Government of Bombay made at the instance of the Government of India, for the views of the Millowners' Association, Bombay, re. the recommendation adopted by the 12th session of the I.L. Conference in regard to the prevention of industrial accidents, and the reply of the Association forwarding its views on the recommendation.

The same report contains at pages 12-13 and pages 102-106 brief references to the action taken by the Association to give effect to that portion of the recommendation of the 12th session of the I.L. Conference concerning the prevention of industrial accidents which refers to the institution of "First-Aid" in industrial establishments. (For a review of the action taken in this matter by the Association vide pages 43-44 of the November 1931 report of this Office).

... ..

The June 1932 issue of the Trade Union Record, Bombay, (Vol.III, No.4), publishes an appreciative editorial article on the late M. Albert Thomas. The article gives a brief biographical sketch of the late Director and pays warm tribute to his remarkable qualities of head and heart.

... ..

The June 1932 issue of the Trade Union Record, Bombay, (Vol.III, No.4) publishes a long article under the caption "International Labour Conference: 16th Session" summarising the proceedings of the 16th Session of the I.L. Conference. In the article special attention is paid to the activities of the Indian Labour delegate to the Conference.

... ..

The Planter's Chronicle, Madras, <sup>of 18-6-1932</sup> and the Sunday Advocate, Bombay, of 26-6-1932 (Vol. IX, No.21), publish at pages 334-336 and page 10 respectively extracts from the summary of the Director's Report to the 16th session of the I.L. Conference which was published in the March 1932 issue of the Monthly Summary of the International Labour Organisation. Federated India of 1-6-1932 (Vol. VI, No.22) reproduces the summary of the Director's Report, as also the obituary note of M. Sokal published in the March 1932 issue of the Monthly Summary of the I.L.O.

... ..

The Servant of India of 2-6-1932 (Vol. XV, No.22) publishes at pages 178-179 a long review of Dr. P.P. Pillai's book "India and the International Labour Organisation". The review was contributed by

Mr. V.V. Giri, General Secretary of the All-India Railwaymen's Federation.

... ..

The Printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during May 1932, publish the views expressed by the Committee in its reply to an enquiry by the Director of Information and Labour Intelligence with the Bombay Government regarding the resolution adopted by the I.L. Conference session of 1928 requesting the Governing Body of the International Labour Office to consider the possibility of conducting an enquiry into conditions of labour, etc. in the textile industry throughout the world. The Committee of the Bombay Millowners' Association regard the inquiry as a roving investigation with no well defined objects in view and is of opinion that, if the information re. the inquiry is collected in the form required by the I.L.O., an entirely misleading picture of industrial conditions in India will be presented. Below is given a fairly full summary of the Committee's letter addressed to the Director of Information and Labour Intelligence, communicating the Committee's decision not to co-operate with the I.L.O. Inquiry.

In conveying their views on the subject the Committee stated that the enquiry appeared to be in the nature of a roving investigation into the industry with no definite or well-defined objects in view.

One of the reasons for the enquiry was stated to be "the advisability of determining the exact labour situation in an industry where women constituted the majority of workers, more especially in order to facilitate the ratification and universal application of the International Labour Conventions concerning the protection of women and children". It might be said at once that women did not constitute the majority of workers in the Bombay Cotton Mill Industry, while India was one of the first few countries to ratify the convention

against the employment of women and children at night. The terms of the Convention are being observed rigidly and it has not been suggested that they need tightening up. The Committee did not, under the circumstances, see the utility of an enquiry of the nature contemplated by the Resolution.

The Committee also felt that if the information was collected in the form required by the International Labour Office, an entirely misleading picture might be presented of industrial conditions in India. An enquiry merely into wages and hours of work would, in their opinion, be very one-sided and would not convey a correct perspective of conditions as they existed in Indian textile mills to-day. If the enquiry was to be of any value to the industry it should cover wider ground. Information regarding the output per operative and the relation which his wages bore to the total manufacturing cost and other items of a like character should also be taken into account, while wages in other industries and in agriculture might be considered if any estimate of the conditions of textile labour in India was to be complete and satisfactory.

The Committee in conclusion pointed out that at present member mills were being asked to supply a very great deal of statistical and other information in connection with the impending Inquiry by the Tariff Board, and they regretted they could not see their way to place an additional burden of work on the mills by asking them to fill up the forms enclosed with his letter.

... ..

The Printed Excerpts from the proceedings of the Committee of the Millowners' Association, Bombay, during May 1932, publish a proposal conveyed to that body by the Chief Inspector of Factories with the Government of Bombay for the setting up of "Safety Committees" in accordance with the request of the I.L.O. to State Members that their Factory Inspectors should deal in their reports for 1932 with the subject of "Safety Organisations in Industrial Undertakings". (A **summary** of the Bombay Chief Inspector's proposals on the subject is given in the **section** "Public Health" in this report).

... ..

The Servant of India of 23-6-1932 (Vol.XV, No.23) publishes an article contributed by the League of Nations Indian Bureau, Bombay, under the caption "India and the League of Nations". The article

contains several references to India's connection with the I.L.O.

... ..

New India of 23-6-1932 (Vol. VI, New Series No.12), publishes an article under the caption "Child Labour in India" contributed by Mr. F. McKay. The article reviews the decision taken at the 16th session of the I.L. Conference re age of admission of children to non-industrial occupations and analyses the special exemption clauses provided for India. The writer asserts that at the Conference the pendulum swung in favour of Indian employers with the result that the children of the working classes in India have been unduly penalised. He regards the exemption clauses as a mockery of justice and puts in a plea for a "counter attack in the form of compulsory education for children over six years".

... ..

The following comment on the reply made by Sir B.N. Mitra (Government delegate to the 16th session of the I.L. Conference) to the charge preferred by Diwan Chaman Lall (Indian Workers' delegate to the 16th session of the I.L. Conference) in the course of his speech at the Conference on the subject of India's delaying the application of the Washington Hours Convention, that several Indian railway employees were made to work 22 hours daily, is reproduced from the Modern Review, Calcutta, in the May 1932 issue of the E.B. Railway Labour Review (Vol. V, No.5).

"To Mr. Chaman Lall's statement at the International Labour Conference at Geneva, in the course of a protest against the non-ratification of the Washington Hours Convention by the Indian Government, that Indian Railwaymen often work 22 hours daily, Sir B.N. Mitra, "Indian" Government delegate, replied that "Government was unable to carry out its wishes owing to ~~the~~ the economic crisis". But does not Sir B.N. Mitra know that the Washington Convention was drawn up

and ratified by many countries years before the commencement of the economic crisis?"

The same issue of the E.B. Railway Labour Review reproduces, <sup>from the Anurita Bazaar Patrika, Calcutta,</sup> the following sarcastic criticism on the Indian Government's apathy on questions relating to labour; ~~emanating from the Amritbazar Patrika, Calcutta:~~

"Poor Diwan Chaman Lall! One wonders how he felt when the International Labour Conference at Geneva, despite vigorous protests from him, fixed the age of employment of children in non-industrial occupations in India at ten years and that for children in the rest of the world at fourteen years. But if the workers' delegates from this country were opposed to making any difference between India and the rest of the world so far as the age for employment of children was concerned, the employers' delegate and the Government delegate spoke of "the realities of the situation". The realities are of course there and if the fact that no record is kept of the millions of unemployed in the country is one reality, the fact that there is no compulsory education for children is also another. And it was well that the representative of the Government of India referred to such realities".

... ..

The May 1932 issue of the E.B. Railway Labour Review (Vol.V, No.5) reproduces a short note on the efforts of the I.L.O. to provide insurance facilities for old and invalid persons and for widows and orphans, originally published in the Rangoon Mail, Rangoon.

... ..

The Printed Excerpts from the Proceedings of the Meeting of the Committee of the Indian Mining Association held on 15-6-1932 contains a reference to a communication from the Government of Bihar and Orissa addressed to that body at the instance of the Government of India re. the resolution on unemployment adopted by the 56th session of the Governing Body of the I.L.O.

... ..

National Labour Legislation.

Proposed Revision of Indian Factories Act:

Legislation to Implement Whitley Recommendations.

The Government of India have recently decided to implement some of the recommendations made by the Royal Commission on Labour in India. For this purpose, the Central Government have prepared a Draft Factories Bill, designed to consolidate and amend the existing law regulating labour in factories, and incorporating certain important changes, particularly regarding hours of work. The Draft Bill has thus both an amending and a consolidating object and, besides providing for reduced hours of work, seeks to instal more humane conditions for workers and to include provisions for stricter control of the employment of women and children. The Draft Bill, in addition to incorporating the recommendations made by the Whitley Commission, includes certain other changes which are not advocated by the Whitley Report. The reasons for these and such other changes as are made are explained in the section "Explanatory Notes on Clauses" appended to the Draft Bill. The Government of India have forwarded a copy of the Draft Bill to all local Governments and Administrations with a covering letter (Circular Letter No. L/3012 of the Department of Industries and Labour of the Government of India, dated 10th June 1932) with the request that copies of the letter and the Draft Bill should be forwarded by local Governments to associations of employers and employees and to all other parties who are likely to be interested in them and that the Government of India should be favoured with the opinions of local Governments and associations of employers and employed, etc., before 1st December 1932.

The Draft Bill, which is too lengthy for reproduction here, consists of nine chapters under the following headings:- Chapter I - Preliminary; Chapter II,- Inspectors and Certifying Surgeons; Chapter III - Health and Safety; Chapter IV - Hours of Employment and Holidays; Chapter V - Exceptions; Chapter VI - Notices and Registers; Chapter VII - Rules; Chapter VIII - Penalties and Procedure; and Chapter IX - Supplemental Provisions. The Factories Act has already been amended to such an extent that but little of the original measure now remains on the Statute Book. As it has been decided to introduce a substantial number of amendments, the Government of India have decided to introduce the present Bill in the form of a self-contained enactment replacing the original Factory Act of 1911 and the Amending Acts of 1922, 1923, 1926 and 1931. In the covering letter forwarding the Draft Bill to local Governments, the Government of India make it clear that the inclusion of a provision in the Draft Bill should not be taken as denoting that the Government of India approve the principle of the provision, and that the Bill is designed primarily for the eliciting of opinions.

The circular letter which the Government of India have addressed in this connection to local Governments discusses fully the following points: the more important of the changes advocated in the existing Factory Act by the Whitley Commission; the reasons which have <sup>made</sup> the Government of India ~~to~~ draft a Bill providing for a reduction of working hours for workers in perennial factories; the effect of a reduction of hours on operatives and on employers and its repercussion on wage-rates; the principles underlying the exemptions for which provision is made in the draft Bill; and the reasons for the inclusion of certain amendments in the draft Bill which do not arise

out of the Whitley Commission's recommendations. As the revision of the Factory Act intended by the Draft Bill vitally affects Indian labour conditions, below are given relevant extracts from the circular letter issued by the Government of India in this connection:-

Factory ~~Act~~ changes advocated by Whitley Commission.— Re this subject the letter states:- The principal change which the Commission advocate in the character of the Factories Act lies in its modification so as to discriminate in certain important matters between different classes of factories. All the substantive sections of the existing Act apply equally to a large factory employing thousands of persons with elaborate machinery and to a small one employing 20 persons working with simple appliances; they apply equally to the factory working steadily throughout the year and to the factory which can work only for a brief season. Further, if it is found necessary to regulate in any manner the factories which do not use machinery or which do not employ as many as 20 persons, the only method available is the application to them of the Act as a whole. It is only by use of the exempting provisions that any discrimination can be lawfully exercised. The Commission observe that "the present Act takes too little account of the differences between certain classes of factories, and one consequence of this defect is that, in some directions, it has to be unduly elastic". Remarking that the Act makes little distinction between seasonal and non-seasonal factories, they consider that the former class has tended to secure, in matters of exemption and enforcement, an amount of latitude which is not accorded to other factories. The aim, in their view, should be to establish standards for seasonal factories which may differ from those applicable to perennial factories, but which will be enforced with as much vigour as is applicable to the latter. Similarly, in respect of the smaller power factories, few of which are at present regulated, they propose another differentiation. In place of the present provisions which give local Governments the choice between applying the whole of the Act or none, they recommend the application of certain provisions automatically with power to apply other provisions as and where the need arises. Finally for factories not using power, nearly all of which are at present unregulated, they propose a new and separate Act.

No addition to Number of Factories Coming under Act.— Explaining how financial limitations have compelled Government to ensure that the proposed changes in the ~~Factory~~ Factory Act will not involve any addition to the number of factories and workshops which will be subject to it, the letter says:- Their recommendations fall into two groups according as they involve the alteration of the law applicable to factories already subject to regulation and the extension of regulation to factories which are at present unregulated. The latter group of proposals raises questions of difficulty, especially at a time when financial considerations make it impossible to contemplate any substantial increase in the strength of the inspecting staff. For this and other reasons the Government of India propose to discuss the two groups of recommendations separately. The present reference is designed to elicit opinions only on the first group of recommendations, viz., those relating to such alterations in the law

as do not involve any addition to the number of factories and workshops which will be subject to it. On the ~~other~~ ~~the~~ second group of proposals a separate reference will be made later.

Reduction of Working Hours.- Re this point the letter says:- So far as the reduction of hours is concerned, the Commissioners' recommendation is applicable only to perennial factories. In seasonal factories they recommend the maintenance of the existing limits of sixty hours weekly and eleven hours daily, a proposal with which the Government of India are provisionally in agreement. (The case for and against a reduction is set out at length in the Whitley Report in which it should be studied. The initial discussion will be found on pages 37 to 46 of the Report; Sir Victor Sassoon's minute, setting out his objections, is on page 478-480, and to this the majority have appended a rejoinder (pages 488-9) which clarifies their position on the question). The Government of India do not propose to traverse the ground again in detail, but they ~~x~~ desire to set down what seem to them, the salient points in this connection. It is important to remember, at the outset, that large sections of Indian industry ordinarily demand of the workers substantially shorter hours than the maxima permitted by the Act. Even before the present depression, it is probable that the working day for the majority of factory operatives was not more than 9 hours. The Commission's discussion of the case is, accordingly, directed to those industries, and notably the cotton textile industry, which take full advantage of the hours permitted by the Act.

Effects of Reduced Hours on Operatives.- In respect of such industries, there are two aspects of the case to be considered, viz., the effect of a reduction on the position of the operatives and the effect of a reduction on the position of the employers. As regards the operative, there can be no question of his need for a shorter day and of the advantages he will gain, provided that the reduction does not entail an undue monetary sacrifice. A system which requires him to spend eleven hours in the precincts of the factory, apart from the time occupied in going to and returning from work, is one which calls for reform if it can possibly be accomplished. But the loss of an hour from the working day must mean, unless the operative can produce an equivalent amount in the shorter time or the employer is prepared to pay a higher rate of wages, a reduction in earnings. Sir Victor Sassoon expresses the view that it will not be practicable to shorten hours in the textile industry without increasing wages to a corresponding degree. The majority of the Commission, on the other hand, definitely contemplate a reduction in wages, at any rate at the outset. The Government of India doubt if employers in any substantial section of industry can at present grant an appreciable increase which is not earned by increased production, and, if this is so, the possibility of avoiding dislocation by increasing wage-~~rate~~ rates cannot be seriously considered. It should be remembered in this connection that piece rates, where they are in force, should operate to minimise the difficulties of adjustment.

Increase in level of Real Wages mitigates ill-effects of lower earnings.- Assuming that the wage-rates, i.e., the rates of payment per unit of output, were maintained and hours were reduced, some increase in the rates of earnings per hour might be expected. The

view that the 10 hour day, where it is in operation, is only a nominal day has the support of responsible employers, and few will contest the view of the Commission that "it is impossible for the average operative to remain at work regularly through a 10 hour day either in a cotton mill or in any other factory". Some adjustment, therefore, is possible in the form of concentrating the actual hours of work for the individual operative into a shorter space, i.e., in reducing the appreciable amount of time at present spent away from work in what are nominally working hours. If, as many employers believe, the effort of the operative is influenced largely by his desire to earn a more or less definite sum, the reduction of hours should have an immediate effect in increasing efficiency, and it would certainly render possible an increase in efficiency which cannot be demanded with existing hours. Even so, it seems probable that there will be many operatives who will have to face a reduction of earnings, at least until there has been time for them to adjust themselves to the new conditions. But, as the Commission have observed in this connection, the general level of real wages has risen apparently owing to the fall in prices, and it appears to be substantially above the level prevailing a few years ago. In consequence, a reduction in individual earnings could be made without bringing them back to that level.

Effects on Employers.- As regards the effect upon employers, there is one essential difference to be borne in mind. A reduction of hours is for the operative an absolute reduction; the number of hours available to him for production is definitely diminished and his production can only be maintained by the attainment of a higher standard of work. For the employer the reduction need not be absolute. He has, in theory, the whole of the 24 hours still available for production; in practice it should be possible for many employers, by engaging additional operatives and adjusting the hours of work, to reduce the hours of the individual workers while maintaining or increasing the hours of production. Provided that the employer is not compelled to increase wage-rates or to curtail the aggregate hours worked, the number of men, who contribute to these hours, is for him a matter of secondary importance. Apart from the compensation which can be obtained in this manner, and the increase in the rate of production which a shorter day should bring, the Commission lay stress on the increased production which is possible by increasing the total hours worked by the factory by the employment of separate shifts.

Weekly Limit-54 hours: Daily Limit - 10 hours.- The majority of the Commission recommend for most perennial factories a weekly limit of 54 hours and a daily limit of 10 hours; the minority propose limits of 48 and 8 hours respectively. (The arguments for these views are set out on pages 44-46 of the Whitley Report). The Government of India consider that, if a reduction is to be made, the advantages of limiting the reduction, for the present at any rate, to that advocated by the majority are obvious. The majority add "we would allow factories working on continuous processes or supplying articles of necessity which have to be supplied every day a 56 hour week, subject to their giving the operative an average week of not more than 54 hours and conforming, in respect of holidays, to the provisions we recommend later". The ~~the~~ Draft Bill embodies the recommendations of the majority of the Commission.

Report of Indian Franchise Committee:

Recommendations re. Representation of Indian Labour.\*

The report of the Indian Franchise Committee presided over by Lord Lothian was released on 3-6-32. The report which runs up to nearly 300 pages contains complete scheme for the basis of the franchise, proposals regarding the representation of women and labour, and a provisional allotment of seats for the special interests which it is considered should receive special representation both in the provinces and in the Federal Assembly so far as it concerns British India. In addition to the main report, the publication contains a minute of dissent by Messrs. S.B. Tambe, C.Y. Chintamani and R. R. Bakhale, as also several Notes appended by individual members. Below are summarised the main findings of the Committee, with detailed reference to the recommendations made for representation of labour interests in the provincial and federal legislatures:-

Large Increase of Electorate. - An increase in the provincial electorates from their present total of 7,108,000 to a total of 36,000,000 will be one of the main effects of the recommendations of the Indian Franchise Committee. This will mean the enfranchisement of 14.1 per cent of the total population of British India (excluding Burma) and not less than 43.4 per cent of the adult male population of British India. Among the other recommendations of the Committee are that the electorate for the British India share of the Federal Legislature should be raised from 1,142,000 voters to 8,440,000, thus enfranchising ten percent of the male population as compared to one per cent at present; that the number of women electors should be increased from 315,000 to 6,600,000, and that between two and five per cent of the seats in the enlarged provincial legislatures should be reserved for women.

Increased Representation to Labour. - The Report also puts

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\* Indian Franchise Committee - Volume I - Report of the Indian Franchise Committee - Calcutta: Government of India Central Publication Branch 1932 - Price: Re. 1-2-0. pp.286.

forward recommendations to secure a large registration of members of the Depressed Classes on the electoral rolls, and to give substantially increased representation to Labour. The representation of commerce, landlords and universities should, it is recommended, be continued as at present. A point to be noted is that the communal problem was outside the Franchise Committee's terms of reference and scope of inquiry.

Complete Adult Franchise - Not Possible. - The Franchise Committee agrees with local Governments and provincial Committees that the introduction of complete adult franchise is made impracticable by administrative difficulties, by the vastness of India's population, by the prevalence of illiteracy and lack of party organizations. Modifications of adult franchise by indirect voting, imposition of certain age limits and urban or household suffrage were examined, but also rejected.

Provincial Franchise. - The basis for provincial franchise should, according to the report, be two general and a number of special qualifications. The general qualifications are to be (i) property, which is to be lowered so as to enrol most landholders, tenants and rent-payers in towns, as well as a considerable section of the poorer classes, and (ii) education, which should differ for men and women. Special qualifications are proposed for women (the report states that under the Committee's scheme one-fifth of the new electoral roll will consist of women), for labour, the depressed classes, and commerce and industry, universities and landholders. The Committee recommends that 38 seats in all should be set aside for labour in the provincial legislatures, as compared to only 9 at present.

Depressed Classes. - The Committee recommends that the vote of the Depressed Classes should be levelled up by any of 6 differential methods of franchise — enfranchising village servants, granting two votes to each Depressed Class voter, one general and one in a special constituency, granting a vote to each Depressed Class household, enfranchising on bare literacy, enfranchising wives of Depressed Class voters, and reducing the property qualification for the Depressed Classes.

Representation of Minorities. - The majority of the Committee agree in principle that representation should be secured to Europeans, Indian Christians and Anglo-Indians in the new legislature, but pending a communal decision cannot make any recommendation as to the number of seats to be allotted to them. Provincial legislatures should be increased by two or three times the number of elected members, as suggested by local Governments and provincial Committees.

Federal Legislature. - The last four chapters of the Report deal with the Federal Legislature. As regards the Federal Senate, the Committee agrees with the Federal Structure Committee of the Round Table Conference that the members of the Senate should be

elected by the system of the single transferable vote. Provincial legislatures should be free to choose their own representatives, and simultaneous tenure of seats in the provincial and federal legislatures should be banned. Direct election is favoured also in the case of the Federal Assembly, which the Report states should have a maximum of 600 members. The Committee is of the opinion that the total of 200 seats for British India, as recommended by the Federal Structure Committee, is insufficient, and proposes 300.

Franchise for Federal Assembly. - It is recommended that the franchise for the Federal Assembly should be the same as that now in force for provincial legislative councils, supplemented by educational qualifications for men and women. In the case of men, the educational qualification should be possession of matriculation or school-leaving certificate or an equivalent; for women, the test should be attainment of the upper primary standard.

### Representation of Labour in Legislatures.

The following is a brief summary of the main recommendations of the Committee regarding the representation of labour in the provincial and federal legislatures:-

#### A. Provincial Legislatures.

(1) Agricultural Labour. - The Committee after consideration of various suggestions —the group system, household suffrage, a wage earner's franchise, a householder's qualifications — record the conclusion that short of an extension of the franchise to a degree which they regard as impracticable at the present stage, there is no means of enfranchising agricultural labour as such. But they are satisfied that under the franchise recommended it will secure a certain representation in the legislatures. This is more particularly the case in view of the proposals for the enfranchisement of the depressed classes, which provide so large a percentage of agricultural labour. They equally do not recommend special representation for agricultural labour in the legislatures, and reject a suggestion that seats might be reserved for landless labour in multi-member constituencies in rural areas containing more than a fixed percentage of this class.

(2) Industrial Labour. - The Committee are unable to accept trade unions as the sole basis of representation and do not regard nomination as a satisfactory solution of the problem. They recommend special representation for industrial labour through constituencies based on registered trade unions and special labour constituencies of the nature described below. The Committee regard it as of extreme importance to avoid any overlapping between the trade union and the special labour constituencies, whether in the same industry or the same geographical area. In view of the

impossibility of dealing adequately with this problem in the time available, they confine themselves to recommending the total number of seats which should in their view be set aside for the representation of labour in the provincial legislatures, leaving (save where they feel in a position to express a provisional opinion) the allocation of these seats as between trade union and industrial constituencies for settlement later in connection with the general delimitation of constituencies.

Provincial Distribution of Labour Seats. - On the above basis the Committee recommend that 38 seats in all be set aside for labour in the provincial legislatures, as compared with 9 at present. Their detailed proposals are as follows:- Madras 6, Bombay 8, Bengal 8, the United Provinces 3, the Punjab 3, Bihar and Orissa 4, the Central Provinces 2, and Assam 4.

Trade Union Constituencies. - In the case of trade union constituencies a union in order to qualify as an electoral unit should have been registered for a minimum period of one year and have a minimum strength of 100. If a trade union exists in any industry or trade for which a special constituency is provided, it should be combined, for electoral purposes, with other trade unions in the same area or province. Where a trade union constituency is confined to a single area voting might be direct; where it covers two or more different centres election should be through an electoral college composed of delegates elected in each union in the proportion of one for each group of 100 workers. Seats might, if conditions make it feasible and desirable, be set aside from among the trade union seats to be filled by representatives of particular trade unions of special importance or a specially large membership.

Qualifications for Electors. - The qualifications suggested for electors in trade union constituencies are a minimum age of 21 and paying membership for at least six months of a registered trade union which has itself been in existence for at least twelve months. (For the first election under the new constitution the Committee recommend as a special case membership for a minimum of three months of a registered trade union which has been in existence for at least six months.) A candidate for a trade union constituency should be either a member or an honorary member or an official as defined in the Trade Unions Act of the trade unions concerned, his position in any of these capacities to be of not less than one year's standing.

Special Labour Constituencies. - The electorate of the special labour constituencies should include workers on the roll of any factory or other industrial undertaking employing a minimum of 10 persons.

The qualifications suggested for electors are a minimum age of 21 and continuous employment with any employer for a period of six months prior to the preparation or revision of the electoral roll. The clerical and supervising staff should be eligible as

electors. The Committee think ~~it~~ it important that candidates should be in a position genuinely to represent the mass of the working class population in the constituencies they represent, but are not agreed as to the qualifications to be required.

B. Federal Legislature. - 8 seats should be set aside for labour in the federal assembly, a number which will give it a representation equal to that proposed for Commerce. Election should as far as possible be through trade unions. In the case of plantation labour and the jute industry, where trade unions do not exist or are too weak at present, the method of labour representation should be further considered at the time of the delimitation of constituencies. The qualifications of electors and candidates should be the same as those recommended in the case of trade union constituencies in provinces; except that the number of electors to each electoral delegate should be 300 and not 100.

The question as a whole, the report states, will have to be reconsidered at a later stage when constituencies are being delimited. Meanwhile the Committee place on record a suggestion that the following interests deserve special consideration: - ~~Jute~~ Jute, transport (including railways), textiles, seamen, planting, and mining. They suggest further that one seat should be filled through the All-India Trade Union Federation to represent general labour interests falling outside the categories mentioned.

Conditions of Labour.Factory Administration in Bombay, 1931\*

The following information regarding factory administration in the Bombay Presidency during 1931 is taken from the Annual Factory Report of the Presidency of Bombay for 1931:

Number of Factories.- The number of factories subject to the control of the Factories Act increased from 1,785 to 1,795. ■ 90 factories were added to and 80 removed from the Register.

There was the usual ebb and flow in the seasonal industries and in factories just on the border line of the legal definition. A few concerns representing entirely new factory industries in this Province were however started, ~~and~~ but the most notable development again occurred in Ahmedabad where 5 cotton mills commenced operations. The number of factories that actually worked was 1,541 compared with 1,550 in the previous year. Of these, 794 were perennial and 747 were seasonal concerns. 229 of the perennial and 628 of the seasonal factories were connected with the cotton industry.

Number of operatives.- The number of operatives employed in all industries based on the annual returns received from the factories was 362,619 compared with 370,704 in the previous year. The figures, however, do not include the employment figures for the night shifts in the textile industry. 242,271 operatives were employed during the day shifts in the cotton textile industry. This is an increase of 1,265 over last year's figures. There was an increase of 3,700 in the Ahmedabad mills and a decrease of 2,615 in the Bombay concerns. Notable decreases were 1,254 in the railway workshops, 3,097 in "general engineering" and 1,650 in the match industry which is mainly located in the Bombay Suburban area. There was, particularly in Bombay, a large increase in the night shifts in the textile mills. This helped to a great extent to absorb labour thrown out of employment by the closing of a few mills and by the depression ■ in other industries. If night shift labour had been employed during the day, there would have been an addition of 10,114 to the Bombay, and 7,113 to the Ahmedabad totals, whilst other centres would have increased by 1,503. It is clear, therefore, that there was considerably more employment in the textile industry than in the previous year. The dyeing and bleaching industry again increased in importance. The actual ■ number employed is approximately 1,600 more than the figures indicate, since several Ahmedabad mills have not included this labour, which is engaged through contractors, in the returns.

Inspections.- Of the 794 perennial factories, 82 were inspected once, 277 twice, 144 thrice and 278 more than thrice, whilst 13 were uninspected. Of the 747 seasonal factories, 367 were inspected once, 312 twice, 53 thrice and 12 more than thrice, whilst 3 were uninspected. In addition, 2,606 special visits were made to inquire into accidents or to check whether the labour requirements were fulfilled.

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\* Annual ~~Report~~ Factory Report of the Presidency of Bombay, 1931. (Price - Annas 4 or 5d.) Bombay: Printed at the Government Central Press, 1932. pp. 54.

Sanitation.- A greater readiness to comply with the requirements regarding lime washing and painting has been reported from Ahmedabad, whilst a certain amount of slackness in a few Bombay mills had to be corrected. Improvements have been recorded in the Sind rice mills where the two defects are excessive dust in the factories and difficulty in the sanitary disposal of trade waste. The constant attention given to sanitary matters by the Inspector and the Certifying Surgeon in Ahmedabad has led to improvements. It is hoped that the long discussed drainage scheme will soon materialise. The industry in Ahmedabad has developed at a greater pace than Municipal facilities and trade waste is frequently disposed of in a most objectionable manner.

Ventilation.- Past experience in Ahmedabad has however definitely proved the value, both from the humane and the technical side, of improving working conditions. There has been an extensive "uplift" in the older mills, and there is hardly a mill that has not made efforts in the direction indicated. There has latterly been a marked tendency to increase the pace of improvements in the spinning departments, and one group of mills has installed 12 expensive plants that effectively cool and humidify the atmospheres of the spinning as well as of the weaving departments. A few mills in Bombay installed cooling and humidifying systems. Attention was directed some years ago to the marked improvements in local working conditions that would result from a better distribution of cooled and humidified air. The wet kata readings then taken led to an alteration in the duct arrangements in several mills with advantage both to the operative and to the process.

Wages.- In several seasonal areas, wages were reduced during the year.

Employment of Women and Children.- The following table shows the number of women and children employed during the last five years:

Year	Women			Children		
	Bombay.	Mofussil.	Total	Bombay	Mofussil.	Total
1927	34,571	45,584	80,155	164	6,158	6,322
1928	28,173	46,919	75,092	122	5,061	5,183
1929	27,741	47,183	74,924	56	4,471	4,527
1930	31,404	46,561	77,965	83	4,306	4,389
1931	29,459	44,018	73,477	100	3,741	3,841

There was a decrease of about 4,500 in the number of women employed; and a fall of 548 in the number of children. Despite increased activity in the textile mills, 1900 fewer women were employed and there seems to be a tendency in several mills to curtail the employment of women. There was also a decrease of 1,700 in the women employed in the cotton ginning and pressing industry due to poor crops in several areas. The match industry was not as active as in past years and fewer women were employed.

Prosecutions. Two factories were prosecuted for employing women before the time laid down, and 7 factories for overworking women. There appeared to have been an increase in irregularities in the Southern Mahratta areas which was possibly linked up with the smaller margin of profit in the industry.

Fencing of Machinery.- Considering the general depression of the past year, satisfactory progress may be considered to have been made in the matter of fencing of machinery. Further improvements have been reported in the rice mills and gur factories. Past action appears to have entirely prevented accidents from the feeding of ground nut decorticators. The safety arrangements on several hoist gates have been improved whilst ~~additional~~ additional abrasive wheels have been provided with transparent shields to prevent eye accidents. 28 cases were prosecuted for breaches of the safety requirements and 27 convictions resulted.

Accidents.- During 1931, 6,198 accidents were reported (36 fatal, 1,261 serious and 4,901 minor) as against ~~6,454~~ 6,454 during 1930 (42 fatal, 1,256 serious and 5,156 minor). There was thus a decrease in the number of fatal and minor accidents. The fatal accidents were the least since 1923. The average per 100 operatives employed fell from 1.70 during 1930 to 1.62 during the year under review. The figures are illustrative of what may be accomplished by educational methods. Safety posters have been in use for a couple of years and inspectors have been urging the necessity of adequate instruction before persons are allowed to work. A reduction of 50 per cent. in serious accidents from carding machines was reported from Ahmedabad. Loom accidents increased, but there was a great increase in the activities. Owing to unavoidable circumstances, the safety posters for this department have not yet been produced. Three posters dealing with flying shuttles, belt replacing, and the careless starting of looms whilst being cleaned, are, according to the Report, under the consideration of the Millowners' Mutual Insurance Association, and will probably shortly be available. Hope is expressed by the Report that the development of educational methods will result in a reduction in weaving accidents, many of which are due to lack of care on the part of the operatives. The Insurance Association referred to has continued its "follow up" system of mitigating the effects of accidents.

Prosecutions.-209 cases were instituted against 53 factories by the full time inspectors and 207 were successful. In one case the accused was convicted and bound over for a period. In the other cases the fines ranged from Rs.3 to Rs. 500 and totalled Rs. 5,312. The average fine was Rs. 25 per case and Rs.100 per factory. In addition, six successful cases were instituted by the ex-officio inspectors against three concerns.

Housing of Factory Operatives.- ~~209 cases~~ There was no development of outstanding note. The Ahmedabad Municipality had decided to create a Trust Fund for a sanitary housing scheme on the hire purchase system. The building bye-laws have been recently revised and brought more into line with the requirements of a rapidly expanding industrial centre.

Welfare Work.- The volume of welfare work appears to have increased and steady progress has been made by several concerns, although the year was not marked by any very special feature, apart from the opening of a hostel by Messrs. E.D. Sassoon and Company for single women workers. The welfare workers of a large railway met in conference which is intended to be an annual function. The mill doctors in Bombay have also debated in conference and a Committee is considering the best way of improving the medical facilities provided by the mills. Two lady doctors were engaged by a couple of Ahmedabad mills.

Crechès.- The crechès attached to the Bombay mills have made steady progress although no increase in their number occurred. The year has been a difficult one, and the fact that there was no retrogression may, in itself, be considered satisfactory. Several definite promises were made to open others but their fulfilment is still awaited. Existing crechès are being increasingly used. Thus the average attendance in December in Bombay was 511 with a highest ~~for~~ figure of 587. These figures represent an increase of 40 per cent. over those of two years ago. A few new crechès were started in Ahmedabad and several of the older ones were improved. ~~A~~ staffing difficulty is sought to be overcome by transferring the ayahs for a period to one of the best run creches in Ahmedabad. Creches are being started by the mills in Broach, Surat and Barsi. Factory women are showing an increasing appreciation of the opportunities offered, and there is little doubt of the benefit that the infants reap, since, in the Bombay creches, the opium drugging of 274 infants was prevented.

Other welfare activities.- The scheme for the training of persons in First Aid in Ahmedabad was dropped owing to the death of the organiser but it is hoped to revive it shortly. ~~For~~ Four classes have been regularly held in Bombay under the auspices of the Mill-owners' Association and 66 qualified at the first examination. A First Aid squad in each mill is being aimed at. A labour officer has been engaged by an Ahmedabad mill whilst two large groups in Bombay are endeavouring to make improvements over present recruiting methods. A labour officer was appointed by a large firm in Bombay 18 months ago. Apart from questions affecting the engagement or dismissal of labour and the grant of leave, accidents and illnesses are followed up and careful records kept <sup>at this firm</sup>. Some of the absenteeism and turnover had a debt history in the background. The Provident Fund started by the Firm has been of material assistance in reducing both debt and turnover, but it was recently felt that a further development of ameliorative measures was desirable. A Co-operative Credit Society has accordingly been started for the monthly paid hands and the higher paid daily wages men. Advances are given at a reasonable rate of interest, whilst the lower paid daily wages men are granted interest free advances from another fund.

The Visual Education Service started by the Bombay mills had been dropped, but a monthly magazine has been substituted. It has a monthly circulation of 15,000 and has been availed of by the Department in two directions. The Lady Inspector contributes articles on welfare matters particularly affecting women and children, whilst the Chief Inspector contributes articles dealing with accidents.

(The Annual Factory Report of the Bombay Presidency for 1928 is reviewed at pages 26-32 of the September 1929 report, that for 1929 at pages 19-23 of the August 1930 report and that for 1930 at pages 20-24 of the August 1931 Report of this Office).

Number of employees in the industry

Number of employees in the industry - The number of employees in the industry has increased from 1950 to 1960. The increase is due to the fact that the industry has expanded its operations and has attracted more workers. The number of employees in the industry in 1950 was 100,000 and in 1960 it was 150,000. This represents an increase of 50%.

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Warden for the Sale town-ship, the Pakokku portion of the Chauk Oil-field and the Yenangyat Oil-field, and the Assistant Superintendents in the Federated Shan States for their respective subdivisions. An additional commissioner was appointed for the Rangoon, Hanthawaddy and Insein districts.

Applications before Commissioners: The total number of cases filed during the year was 132, of which 20, 43 and 7 related to award of compensation for fatal accidents, permanent disablements and temporary disablements respectively, 54 to distribution in fatal cases, 7 to distribution of deposits in non-fatal cases - 3 in respect of permanent disablements and 4 in respect of temporary disablements - and 1 in respect of recovery under section 31.

(Previous References.- The working of the Workmen's Compensation Act during 1928 is reviewed at pages 28-30 of the August 1929 report, that for 1929 at pages 38-40 of the July 1930 report and that for 1930 at pages 31-33 of the July 1931 report of this Office.)





- (b) ensure that no inexperienced workers are employed on or near machinery without being shown the safety devices and without an explanation of the danger points and the demonstration of safe methods of working;
- (c) encourage unsafe practices and the wearing of unsafe clothing;
- (d) assist in the dissemination of knowledge regarding safe e.g. accident statistics, posters;
- (e) encourage the substitution of safety devices for the workers, consider them as permanent necessities in the the factory.

Chief Inspector Jones with Mill Workers.

any decision in the matter, the Committee should be advised for the purpose of this is to discuss the general in all findings with the Chief Inspector. The Committee was accordingly in the Association's rooms on 3-4-48 at which the Chief Inspector was present. At the meeting, the Chief Inspector explained the need for "Safety" groups. He stated that the first step in this direction was the setting up of groups and that they were responsible for a reaction in case accidents occur. It is the course of 3 years. The Committee were told that the first and last in 1951, - despite an accident in 1950 which was added that, with a view to increasing the safety of the "Safety Committee" on the lines of the Committee's report might be established, and explained the terms of reference. It was suggested that the Committee should be set up in a few selected mills for a period of 3 years as an experimental measure, and the results studied with a view to their more general introduction in other mills in the City at a later date.

Sub-Committee Appointed.

The meeting ended at 5.15 p.m.



Conciliation Board for Industrial Disputes; Action by Baroda State.

Information is to hand that action has been taken by the Department of Commerce, Industry and Labour in the Baroda State on the observations of the Royal Commission on Labour in India on industrial disputes. Sanction has been accorded to the creation of a board of conciliation, consisting of Mr. A.A.Kehimkar, chairman, and Messrs. S. A. Sadhalkar, president of the Baroda Municipality; Chamanlal Girdharilal, millowner; J.M.Mehta, Professor of the Baroda College and Ambalal Pandya, Director of Commerce, Industries and Labour, as members, the last named being also the secretary to the board.

The board is to exist for two years. The functions of the Board are to take cognisance of all disputes throughout the State between employers and employees on the representation of either of them or of its own motion or on a reference by the State Government and bring about their settlement. If in any dispute, a settlement is reached by mutual agreement, a Memorandum of the settlement should be drawn up by the Board and signed by the parties, a copy of the settlement being sent to Government. If no settlement is reached, the Board should send a full report of the facts of the case and its findings to Government.

Fortnightly Wage Payments: Attitude of Textile Labour, Bombay.

The question of the wage payment periods has recently been engaging the attention of the Millowners' Association, Bombay. It will be recalled that the Royal Commission on Labour dealing with periods of wage payment has recommended that employers should adopt a system of weekly payment. (See pages 236 to 242 of the Whitley Report). The action taken up-to-date by the Millowners' Association, Bombay, in this respect and the replies given by some of the textile labour unions of Bombay in the course of an enquiry as to the advisability of instituting a system of fortnightly wage payments are summarised below:-

The suggestion to pay wages every fortnight in Bombay mills has been before the Committee of the Bombay Millowners' Association since 1924, when it was made by Sir Leslie Wilson, the then Governor. The Committee accepted the principle and formulated a scheme for the fortnightly payment of wages, but on a reference being made to the operatives themselves, it was found that they were opposed to the innovation. In January 1930, the question came up for discussion again before the Committee when they were asked by their Labour Sub-Committee to consider the advisability of discussing the proposal with the representatives of Labour. The Committee were then of the opinion that the introduction of the system presented no insuperable difficulties and suggested that the principle of such payment might be accepted as a concession to labour on the acceptance by their representatives of the revised Standardisation Scheme and the Standing Orders and that the system might be introduced at the same time. In May 1931, the suggestion was once again made in a report by the Managers' Sub-Committee as one of the means which, in their opinion, would alleviate working-class indebtedness. No action was taken by the Committee owing to the impending publication of the Royal Commission's Report.

The Special Sub-Committee appointed to examine the Royal Commission's Report also urged the Committee to recommend the adoption of fortnightly payment of wages and it was suggested that the Association should make its position clear to Government that it was ready and anxious to introduce this reform, if the Unions and workers would not oppose it. There was some doubt expressed as to the attitude of labour towards the proposal and it was decided to request Mr. Gennings, the Director of Labour, to ascertain the views of the various unions in regard to this recommendation.

The results of the enquiries made by the Director, Labour Office, are now available. As a result of the enquiries it is understood that only one Union with a membership of 5,430, is in favour of the system of fortnightly payment. Another Union with 56 members, favours weekly payment. The remaining three Unions with a total ~~number~~ membership of 803, are in favour of the continuance of the present system of monthly payments. From certain personal enquiries made by the Lady Investigators of the Labour Office, it is also learnt that the majority of mill workers are not in favour of fortnightly payments.

(Summarised from a Note on the subject published in the Printed Excerpts from the Proceedings of the Committee of the Bombay Mill-Owners' Association, for May 1932. The Committee has intimated that the information is not intended for publication in the press).

#### Railway Strike Situation: Majority of Unions

##### Ballot for Strike.

At pages 14 to 16 of the report of this Office for May 1932 reference was made to the progress made in the ballot on the issue whether the All India Railwaymen's Federation should declare a general strike of all railway employees in India if the representations made by the Federation with regard to the recent drastic retrenchment measures did not evoke a favourable reply from the Railway Board, and to the fact that, while six out of the twelve unions affiliated to the Federation had already voted in favour of the ~~the~~ proposed general strike, the date for ~~the~~ closing of the ballot had been extended to 15-6-1932 to enable the remaining Unions also to record their decision on the issue. The progress of events in respect of this matter during June 1932 are summarised below:-

On 6-6-1932 the Government of India issued a lengthy communiqué giving a detailed account of the findings of the Court of Enquiry and the action taken by the Government of India on the Report issued by the Court. The following are the main points made out in the

## communiqué:-

It is pointed out that the main recommendation of the Court ~~is~~ is regarding the reinstatement of 80 men named in List A appended to paragraph 266 of the report and the re-examination of 68 other cases with a view to the reinstatement of deserving persons. In this connection, the Government of India have instructed the Agents of the State-managed Railways, and invited the Agents of the Company-managed Railways, to reinstate such employees who were discharged or demoted as a measure of retrenchment as are named in List A, whether vacancies exist or not, and to investigate the instances mentioned in List B with a view to a similar action being taken in respect of deserving cases. They desire, however, to make it clear that they had accepted this recommendation, not on the merits of each case, but ~~on~~ out of a desire to give effect to the recommendations made by the Court as far as possible.

The Government of India are prepared to arrange for the inclusion of workshop employees in the waiting lists, but in this connection they desire to make it clear that the prospects of re-employment of such employees are extremely remote. They are unable to accept the tentative suggestion that "it would probably be just to retain" on the waiting lists men who were discharged as being "least efficient", since in their view it is not in the public interests that men should be reinstated who have been discharged on grounds of inefficiency or least efficiency.

As regards the resumption of retrenchment of the staff surplus to requirements, the Government of India have now finally considered the question, and in view of the continued serious decline in the volume of traffic and other operations, they have had reluctantly to authorise the resumption of retrenchment of the staff surplus to requirements. The recognised Unions will be advised of the number of employees of each category in each department or division and workshop, which it is intended to discharge, if and where such number is considerably in excess of the number previously advised to them, with a view to any representations which ~~is~~ they make within a fortnight being considered by the Administrations before discharging the additional number of employees.

The Government of India have given careful consideration to the recommendation of the Court that the surplus employees should be discharged in accordance with the simple rule of length of service within each appropriate unit. They believe that the retrenchments already made have gone far in eliminating the inefficient. Having regard to this consideration, they have decided to accept the recommendation of the Court so far as the retrenchment now authorised is concerned, subject to such adjustments as may be necessary to maintain the proportions of the various communities approximately at the level at which they stood prior to retrenchment.

With a view to reducing the number of employees to be discharged, steps have already been taken to allow voluntary retirements on terms similar to those allowed to men discharged.

The Government of India are examining the suggestions made by the Court regarding the difficulties in the interpretation and application of the Trade Disputes Act, 1929.

Reviewing the above communiqué issued by the Government of India, Mr. Jamnadas Mehta, President, All India Railwaymen's Federation, in the course of an interview given to the Times of India on 10-6-32 stated that the communiqué was not calculated to <sup>have</sup> put oil on the troubled waters of aggrieved railway labour and pointed out that the time chosen for the issue of the communiqué was somewhat unfortunate, as within a week of its issue the Railway Board were to have their half-yearly meeting with the Railwaymen's Federation, and at that meeting, the report of the Court was to be one of the items for discussion. He said that to meet the Railwaymen's Federation with a fait accompli after having put this item in the agenda, was not a very edifying gesture for peace.

On 14-6-1932 the General Secretary of the All India Railwaymen's Federation issued the following press communiqué announcing that a majority of the Unions of the Federation had balloted for a general strike:-

The General Council of the Federation met for two days in Simla to consider the retrenchment situation. Two more unions having communicated the ballot results, the requisite two thirds majority authorising the federation to declare a general strike on railways has been obtained now. The president and the council are vested with all powers, including that of giving notice under the Trades Disputes Act, collecting funds, and making the necessary preparations. The Railway Board is expected to reply today to the Federation's demands.

On 13 and 14-6-1932, the 5th half-yearly meeting between the All India Railwaymen's Federation and the Railway Board took place at Simla and one of the most important subjects on the agenda was the question of retrenchment on railways. At the meeting, the representatives of the Federation communicated <sup>their</sup> ~~its~~ regret to the Railway Board that the Government of India should have issued a communiqué on June 6 authorising the retrenchment of 8,000 more men when the re-

reinstatement of 40,000 already retrenched was still the principal demand of the Federation. The delegation made two suggestions to the Railway Board, namely, (1) short time, by introducing compulsory leave to all staff by rotation with or without pay or half pay not ~~exceeding~~ extending over one month in a year; and (2) reinstatement of discharged men by borrowing from the Railway Depreciation Fund. The Federation intimated the Board that if, unfortunately, a solution could not be found on these lines, the Federation had no alternative but to act on the mandate obtained by the favourable result of the ballot. ~~At~~ this stage, the Chairman of the Railway Board, Sir G. Russell, said that he would communicate this submission to the Government and send a reply later. (Fuller details of the 5th half-yearly meeting of the All India Railwaymen's Federation with the Railway Board, are given in the section of this report "Industrial Organisation").

The strike situation, in view of the fact that the requisite two-thirds majority has been obtained for a general strike, has reached a most acute state. The leaders of the All India Railwaymen's Federation are, however, holding their hands for the moment, as they think precipitate action will result in more harm than good. Further, though the General Council of the Federation to whom the results of the ballot were reported had resolved on ~~16-6-1932~~ 16-6-1932 that the Council of Action was now entirely seized of the question of the General Strike and the necessary action to be taken in connection with it, it is likely that a final decision on the question of resort to a general strike will be made only after fuller discussion of this momentous issue have taken place at the meetings of the Trade Union Unity Conference and the All-India Trade Union Federation which are scheduled to take place in Madras on the 14th and 15th ~~and 15th~~ July and 16th and 17th July 1932 *respectively*.

Industrial Organisation.

Employers' Organisations.

Police Protection during Strikes: Liability of Employers.

An interesting point as to who should meet the cost of additional police drafted, at times of labour strikes, for protection of industrial areas, is raised in the report for 1931 of the Committee of the Bengal Chamber of Commerce. The report states that the attention of the Chamber was called to a case in which, under a threat of attachment of their property, an industrial concern was compelled to pay out a considerable sum of money to a local Government on account of additional police drafted, at the time of a labour strike, into the area where the concern's works were situated. The amount was claimed under section 14 of the Police Act, V of 1861, which is in the following terms:-

Whenever any railway, canal or other public works, or any manufactory or commercial concern shall be carried on, or be in operation in any part of the country and it shall appear to the Inspector-General that the employment of an additional police force in such place is rendered necessary by the behaviour or reasonable apprehension of the behaviour of the persons employed upon such work, manufactory, or concern, it shall be lawful for the Inspector-General, with the consent of the local Government, to depute such additional force to such place and to employ the same so long as such necessity shall continue, and to make orders from time to time, upon the person having the control or custody of the funds used in carrying on such work, manufactory or concern, for the payment of the extra force so rendered necessary and such person shall thereupon cause payment to be made accordingly.

The industrial concern in question represented to Government that their labour was perfectly peaceful, and that any disturbance rendering additional police necessary was due to people not in their employ. Their contention was that the section applied to the behaviour or reasonable apprehension of the behaviour "of the persons employed" by the concern, and that in point of fact no person who had ceased

work without notice and gone on strike could be held to be a person employed within the meaning of the section. The Manager of the concern had, indeed, ~~he~~ specifically asked for police to be posted inside the works for the protection of certain machinery, and for this protection the concern was perfectly willing to pay. But they contended that they could not be held responsible under the section for the expense of drafting additional police into the neighbourhood, the reason for this being the protection of the district at large.

The Committee considered that the attitude adopted by the local Government in question — the Government of Bihar and Orissa — was not justified, and that, in order to obviate any further similar application of section 14 to the prejudice of an employer, representations should be made to the Government of India with a view to having the section amended; for it seemed to them to be ~~a~~ clear that the section is now completely out of date and entirely unsuited to modern conditions.

They accordingly brought the matter before the Associated Chambers of Commerce of India and Ceylon and a resolution in the following terms was unanimously adopted at the annual meeting of the Association in December 1931:

This Association considers that section 14 of the Police Act of 1861, and that sections of local Acts with similar provisions, are unsuited to present day conditions inasmuch as financial responsibility is imposed thereby upon employers of labour in circumstances under which such responsibility cannot reasonably be attached to them. The Association is accordingly of opinion that the sections should be repealed. *(Pages 83-84 of the Report of the Committee of the Bengal Chamber of Commerce for the year 1931. Vol. I.)*

The Printed Abstract of Proceedings of the month of May 1932 of the Bengal Chamber of Commerce states that the resolution was brought to the notice of the Government of India and of the Provincial

Governments, and the Government of India have now replied to the Associated Chambers. <sup>(The Government of India).</sup> They state that they have given their careful consideration to the resolution and to the arguments with which it was supported. They regret that they are unable to accept the general proposition that the provisions of the law in question are unsuited to the present day conditions — as was urged by the Associated Chambers — or to agree that the powers should be withdrawn: but they have addressed local Governments on the subject and they say that they are ~~sure~~ confident that the powers will not be exercised without full consideration of all the circumstances.

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Industrial Organisation.

Workers' Organisation.

Progress of Trade Unionism in India, 1930-31.\*

The following information regarding the progress of the trade union movement in India during 1930-31 is taken from the Note on the Working of the Indian Trade Unions Act, 1926, during the year 1930-31, with comparative statistics for the years 1929-30 and 1930-31, published by the Government of India.

Registered and Unregistered Trade Unions.- The statistics given below relate only to trade unions which are registered under the Indian Trade Unions Act of 1926. The registration of trade unions in India is not compulsory and there are still a large number of unions which apparently think that the benefits of registration are not a sufficient return for the obligations which are imposed on registered trade unions by the Act. Thus, in Bombay, according to the Labour Gazette for February 1932, the total number of unions in the Bombay Presidency in December 1931 was 95 with a membership of 1,03,754, out of which only 38 unions with a membership of 65,405 were registered. 28 unions were known to be in existence in Burma in 1930-31, of which only one was registered. In the Delhi province, out of 18 trade unions (including employers' associations) in 1930-31 only 4 had been registered. It has also to be mentioned that out of 119 unions registered in India statistics are available for the year under review only in respect of 106 unions.

Difficulty in getting returns.- Under section 28 of the Act, every registered trade union is required to send annually to the Registrar of Trade Unions of the Province a general statement of all receipts and expenditure during the year together with such other particulars as may be prescribed. The report states that the Registrars continued to experience considerable difficulty in securing compliance by officials of registered trade unions with the statutory requirements. The Madras report, for example, points out that several of the unions submitted their returns in proper form only after considerable delay and that one union submitted only an unaudited statement of accounts and stated that the other particulars required in one of the prescribed returns could not be submitted as the union had not been in working condition for some time. A complaint is recorded by the Registrar of Trade Unions in Bihar and Orissa that of three registered unions only one submitted the annual return for the year under review. It is stated in the Punjab report that great difficulty was again experienced during the year in collecting the annual returns. The Bombay report noted that out of 39 unions from whom the returns were due only 11 submitted their returns by the prescribed date.

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\* Note on the working of the Indian Trade Unions Act, 1926, during the year 1930-31 with comparative statistics for 1929-30 and 1930-31. Calcutta: Government of India Central Publication Branch, 1932. Price Re.1 As.2 or 2s. pp.11.

Number and Membership of Registered Unions. There were 119 registered unions at the close of the year under review with a membership of 219,115, as compared with 104 unions and 242,355 members on the 31st March 1930. There has been an increase in the number of unions registered while the number of members of the unions have decreased. Of the 119 unions only 106 submitted returns. Undue reliance should not, however, be placed on the figures for membership, as in some cases unions are apt to retain on their lists members who have ceased to pay subscriptions or to take any active part in the activities of the unions. Increases in the number of unions registered were in Ajmer-Merwara, Bengal, Delhi, Madras, the Punjab and the United Provinces, the greatest increase being in Bengal where the number of registered unions rose from 19 ~~in~~ in the previous year to 24 at the end of the year under review, while the membership of registered trade unions in the Presidency rose from 55,268 to 73,956.

Trade Union Activity in different trades.- Railways show the largest number of registered trade unions in the various groups, the number being 28 with a total membership of 127,689 as compared with 159,444 in 1929-30. Next come the following:- Unions in the textile industry with 16 unions and 19,153 members (as compared with 10 unions and 16,183 members in 1929-30); Unions of municipal workers numbering 10 with 3,094 members; unions of Dock and Port Trust workers numbering 6 with 5,458 members; seamen's unions numbering 5 with 46,094 members (as compared to 3 unions and 37,121 members in 1929-30); unions of printing press employees numbering 5 with 2,534 members and unions of tramway employees and engineering workshop employees numbering 3 each ~~with~~ with 2,148 and 812 members respectively, while there were 30 miscellaneous unions with an aggregate membership of 12,133.

The following table shows the number and membership of registered trade unions in various provinces as on the 31st March 1930 and on the 31st March 1931:-

Province	Number of registered trade unions		Total membership of the unions from which returns were received		Increase + Decrease -
	on 31-3-30	on 31-3-31	on 31-3-30	on 31-3-31	
			(a)90	(a)106	
Ajmer-Merwara	1	2	1,745	1,779	+34
Assam	..	..	..	..	..
Baluchistan	..	..	..	..	..
Bengal	19	24	55,268	(b)73,956	+18,688
Bihar and Orissa	3	3	<del>24,685</del>	(c) 36	+ 36
Bombay	38	38	94,665	(d)75,214	-19,451
Burma	1	1	100	106	+ 6
Central Provinces	7	7	3,499	4,331	+ 832
Coorg	...	..	..	..	..
Delhi	2	3	2,676	(e)4,043	+ 1,367
Madras	12	17	45,346	(f)36,876	- 8,470
North-West Frontier Province	..	..	..	..	..
Punjab	16	18	26,318	(g) 9,931	-16,387
United Provinces.	5	6	12,743	12,843	+ 105
<b>Total</b>	<b>104</b>	<b>119</b>	<b>242,355</b>	<b>219,115</b>	<b>-23,240</b>

- (a) These figures denote the number of unions from whom the returns required under the Indian Trade Unions Act were received.
- (b) Excludes figures for 1 union which were not received and for 2 unions whose returns were rejected.
- (c) Excludes figures for 2 unions which were not received.
- (d) Excludes figures for 3 unions which were not received.
- (e) Excludes figures for 1 union which were not received.
- (f) Excludes figures for 1 union which were not received.
- (g) Excludes figures for 3 unions which were not received.

Size of Unions.- Of the 106 unions from which returns were received, 4 had membership over 20,000 (93,163 members), 2 between 10,000 and 20,000 (28,862), 5 between 5,000 and 10,000 (32,278), 8 between 2,000 and 5,000 (22,900), 14 between 1,000 and 2,000 (19,009), 15 between 500 and 1,000 (11,093), 17 between 300 and 500 (6,419), 26 between 100 and 300 (4,746) and 15 below 100 (645).

General Progress during 1930-31. - According to the report, the trade union movement does not appear to have made any marked progress in India during 1930-31. It is possible that the financial stringency which prevailed during the year made the average worker less inclined to pay the subscription involved in the membership of trade unions. The report for the Delhi Province states that many trade union workers joined the civil disobedience movement under the delusion that the aims and objects of the Indian National Congress were identical with those of trade unions, with the result that a definite setback to the progress of trade unionism occurred, most of the workers having spent their energy in the Congress campaign to the neglect of trade union activities. The Bengal report states that there was some evidence of internal dissensions in the unions representing seamen in that Presidency and in a railway union. The Punjab report complains of a setback in the development of the movement caused by the lack of co-operation among certain of its leaders.

Organisation of women workers.- The report states that, organisation among women workers has made little progress in India and there has been a slight decline in numbers, in the year under review as compared with 1929-30, the number of women members of registered trade unions having decreased from 3,299 to 3,151.

General and Political Funds.- The income and the closing balance of the general funds of registered trade unions for the last four years were as follows:-

<u>Year.</u>	<u>Income during the year.</u>	<u>Balance at the end of the year</u>
1927-28	Rs. 163,581	Rs. 160,578
1928-29	Rs. 316,863	Rs. 294,301
1929-30	Rs. 432,638	Rs. 311,765
1930-31	Rs. 407,379	Rs. 377,189.

These figures show satisfactory progress. ~~in this direction.~~ Although the income of these unions during 1930-31 was less than that accruing in 1929-30, the year closed with an ~~increase~~ increase in the total balance by Rs. 65,424 as compared with 1929-30. The receipts for 1930-31 give an average income of Rs. 3,842 per union and of Rs. 1-13-8 per member as compared with Rs. 4,973 and Rs. 1-13-7 respectively in 1929-30. The National Union of Railwaymen of India

and Burma, Bombay, continued to be the only registered union which maintains a separate political fund under section 16 of the Indian Trade Unions Act. The amount collected by the Union for this fund was Rs. 947 during the year, while the expenditure was only Rs. 32-12-0.

(The Note on the Working of the Indian Trade Unions Act during 1927-30 was reviewed at pages 38-42 of the Report of this Office for January 1932).

A.I.T.U. Federation - To Meet at Madras on 16 & 17-7-32.

Mr. R.R.Bakhale, the General Secretary of the All-India Trades Union Federation, has sent a circular to all affiliated Unions that the Federation will meet in Madras on <sup>the</sup> 16th & 17th July 1932, with Mr. V.V.Giri as President. As had been already reported, the Trade Union Unity Conference, which was to have met in Bombay on 23 & 24th June 1932 and which has been postponed owing to the disturbed conditions prevailing in Bombay (vide page 26 of the report of this Office for May 1932), will meet at Madras on 14th & 15th July 1932. The leaders of the A.I.T.U. Federation are hopeful that the holding of the Unity Conference on dates immediately prior to those of the Federation may be of advantage to it.

(A special report regarding the proceedings of both the Trade Union Unity Conference and the meeting of the A.I.T.U. Federation will be sent to Geneva well ahead of our next monthly report).

All-India Railwaymen's Federation's 5th Half Yearly  
Meeting with Railway Board, 13 and 14-6-32, Simla.

The fifth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation was held on 13 and 14-6-1932 at Simla. The deputation from the Federation included, besides one representative of each of the Unions affiliated to the Federation, Messrs. Jamnadas Mehta, S.C.Joshi and V.V.Giri, President, Vice-President and General Secretary, respectively, of the Federation.

The proceedings opened with a speech by Sir Guthrie Russell, Chief Commissioner of Railways, in which he welcomed the delegates. He referred to the Government of India's communiqué, dated June 6, 1932, authorising the resumption of staff retrenchment, which had been suspended in July last. He referred also to the supplementary instructions issued by the Railway Board on 11th June 1932, advising Agents of Railways to consider the adoption of various expedients suggested for spreading ~~the~~ work with a view to minimising the number of discharges and allowing to the men discharged terms which, viewed as a whole, were more favourable than those allowed last year.

The agenda of the meeting was a very heavy one. The following is a list of the more important points that came up for discussion at the meeting:- (1) Retrenchment measures adversely affecting the staff such as discharges, short time, wage cuts, etc., and the report of the Court of Inquiry; (2) Hardship occasioned by the new rosters introduced under the hours of employment regulations; (3) Heavy reductions made in the emoluments of certain employees in the course of retrenchment, amounting in some cases to as much as 70 per cent.; (4) The terms allowed to discharged employees; (5) Stoppage of recruiting as an alternative to discharges; (6) communal

representation on railways; (7) The need for retrenchment in higher paid cadres of railway service; (8) Compulsory leave without pay or on half pay by rotation in preference to discharges; (9) Possibility of further retrenchment being avoided by borrowing from <sup>the</sup> depreciation fund; <sup>and</sup> (10) The Whitley proposals for settlement of disputes.

Below are given summaries of the replies given by the Railway Board ~~and~~ <sup>on</sup> the principal issues raised by the All India Railwaymen's Federation:-

Retrenchment Measures adversely affecting the Staff.- In discussing the subject of retrenchment measures adversely affecting the staff such as discharges, short time, wage cuts, etc., and the report of the Court of Inquiry, Mr. Jamnadas Mehta commented on the findings of the Court of Inquiry regarding the retrenchment made last year. With regard to the first term of reference, viz., whether the retrenchment had imposed improper conditions of work on the staff still employed, Mr. Mehta referred to the finding of the Court that more work had undoubtedly been imposed on gangmen in the Engineering Department.

The Board replied that in consequence of a decrease in the volume and density of traffic the track required a smaller number of gangmen for its upkeep, and it was therefore possible to enlarge their beats. In this connection the Board drew attention to the fact that the Court had definitely stated that it did not consider that the conditions imposed thereby were improper.

Hardship caused by new rosters introduced under the hours of employment regulations.- Re. the hardships caused by new rosters introduced under the hours of employment regulations, Sir G. Russell observed that cases of hardship were being investigated by inspectors of labour with a view to making the necessary adjustments and that any instances of rosters under which weekly hours of work had been appreciably increased or real hardship otherwise caused which the Federation could cite would be carefully considered.

Stoppage of Recruiting as Alternative to Discharges. - Re. this point the Board agreed on the representation of the Federation to consider any instances which the Federation might be able to quote, in which on State-managed Railways outsiders were appointed in preference to suitable men discharged as a result of the economy campaign.

Retrenchment in Higher Paid Cadres.- Re, this subject, Sir G. Russell said that the Railway Board had ordered a total reduction including posts held in abeyance, of 12 138 posts in the gazetted cadres of the state-managed, and of 70 in the superior cadres of the company-managed railways, representing approximately 10 per cent.

and 8 per cent. respectively of the total cadres.

Borrowing from Depreciation Fund.- Mr. Jamnadas Mehta referring to the further retrenchment authorised in the Government of India communiqué dated 6th June, observed that considerable savings had already accrued in the wages bill of the lower paid staff by the triple means of last year's retrenchment, wage cut and normal wastage. Should further retrenchment be still necessary, the position could be met by borrowing from the depreciation fund.

The Chief Commissioner mentioned that, to the best of his recollection, the proposal had been discussed last year, and that the Railway Board considered that borrowing from the depreciation fund for such a purpose was unsuitable for a commercial undertaking like railways. He further pointed out that the railways had borrowed 45 millions from the depreciation fund in 1931-32, and had budgeted for a loan of 75 millions in the current year for the same purpose. With the further serious decline in the railway earnings during the first two months of the current financial year, it could not be said, at present, that heavier borrowings would not be required. The Chief Commissioner agreed <sup>with</sup> the request of the Federation to issue in due course, a statement showing the extent to which other expedients were adopted as an alternative to discharges in the further retrenchment.

Compulsory Leave by Rotation.- In this connection, Mr. Mehta again stressed the grant to the extent required of compulsory leave without pay or on half pay by rotation in preference to discharges. When the Board pointed out that this would be tantamount to a further wage cut, Mr. Jamnadas Mehta said that he preferred it as the lesser of the two evils.

Sir G. Russell ~~pm~~ explained at length the limitations of this method and the administrative difficulties incidental to it, but agreed to bring prominently to the notice of the Railway administrations the special importance attached to it by the Federation and to commend it for adoption as far as practicable, so far as retrenchment at present contemplated was concerned.

Whitley Proposals re Machinery for Settlement of Disputes.- Mr. Jamnadas Mehta asked that early steps be taken to give effect to the recommendations of the Whitley Commission for the institution of a joint standing machinery for the settlement of disputes which, in the opinion of the Federation, was calculated to promote industrial peace on railways.

The Chief Commissioner said that this recommendation was under consideration, and agreed to give the Federation a further opportunity of expressing their views on the matter.

The Strike Ballot: Federation's Assurance to Board.- At the end of the meeting, Mr. Jamnadas Mehta referred to the strike ballot and said that the Federation had a mandate for direct action, but

~~that they~~ would await the Railway Board's decision on the two major suggestions relating to compulsory leave by rotation and borrowings from the depreciation fund with the object of reinstating employees discharged last year, and avoiding further discharges, before taking a final decision. He assured the Railway Board that the Federation was most anxious to avoid precipitate action, and said that he hoped that they would not be driven to acting in pursuance of the mandate ~~which~~ the ballot had given them. In conclusion, he thanked the Railway Board for the ~~xxx~~ courteous and patient hearing granted to the deputation.

~~Postal and R.M.S. Conference.~~12th Session of A.I. Postal & R. M. S. Conference, Calcutta, 1932.

The 12th session of the All-India Postal and R.M.S. Conference was held at Calcutta on the 18th & 19th June 1932 under the presidency of Mr. Muhammad Azhar Ali, Advocate, M.L.A. Meetings of the Council of the All-India Postal and R.M.S. Union were held on the 17th & 18th June 1932. The following were some of the more important items on the agenda of the meeting of the Council of the All-India Postal and R.M.S. Union:- (1) Preparation of the Agenda for the 12th session of the All-India Postal & R.M.S. Conference. (2) Adoption of the Annual Report<sup>for</sup> 1931-32 (A brief summary of the Report is given elsewhere in this report). (3) Budget and Finances. (4) Reorganisation: (a) Propaganda, (b) Settlement of Communal Disputes, and (c) Registration of the Union (5) Amendment of Rules of the Union, and (6) Resolutions.

The principal issue which engaged the attention of the 12th session of the Conference was the split along communal lines in the All-India Postal and R.M.S. Union by which the Muslim Members have withdrawn from the Union and have formed a separate communal union.

The following is a summary of the main points dealt with in Mr. Azhar Ali's presidential address:-

Retrenchment in Postal and Telegraphic Departments. Referring to this subject, Mr. Azhar Ali said that the Indian Retrenchment Committee of 1922-23 under the chairmanship of Lord Incheape, had remarked in their report that the number of officers employed in the Postal Department had increased during 10 years by 32 per cent.

from the figures for 1913, while the number of lower staff had increased only by 17 per cent., and also that the Telegraphs Department was over-staffed. The Committee had made certain recommendations to reduce the number of officers in the Postal Department.

Mr. Azhar<sup>Ali</sup> said that these recommendations were not acted upon as yet by the Government and that extravagance due to the maintenance of excess staffs in the Departments had acted prejudicially to the interests of lower paid employees in that many were retrenched on the plea that the Department was working at a loss.

Communal Unions. - The President next turned his attention to communal unions and remarked that besides the A.I. Postal and R.M.S. Union, there were no less than a dozen other sectional, communal or sectarian Associations or Unions or Sabhas of Postal and telegraph employees in India and Burma. Deploring the want of union evinced by these separatist unions, Mr. Azhar Ali made a strong appeal to them to unite with the A.I. Postal and R.M.S. Union and thereby to have a strong central union. He laid particular emphasis in the course of his speech on the recent split on communal lines in the A.I. Postal and R.M.S. Union by which a large number of the muslim members have seceded from the parent body and have formed themselves into a union called the "All India Muslim Postal and R.M.S. Union". Mr. Azhar Ali advanced many reasons to show that this move of the Muslims was prejudicial to the advancement of organisation among the employees of the Postal and R.M.S. Department and made a special appeal to the Muslim Union to co-operate with the parent union.

The following are some of the more important resolutions passed

by the Conference:-

Communal Unions. - While reiterating the policy of the All India (including Burma) Postal and R.M.S. Union and its affiliated provincial, divisional, and district branches viz., "Communalism" as such shall receive no countenance from the Union in any shape or form and that the Union shall always strive to achieve the aims and objects of the Union as laid down in the constitution for the benefit of all classes of Postal and R.M.S. employees without any regard to creed, community or caste, this Conference takes note of the feeling of apprehension in the minds of certain Muslim and Sikh members of the Union.

With a view to remove all apprehensions, this Conference resolves that the following conventions for the representation of the Muslim and Sikh members be established and rigidly adopted while electing office-bearers and members of the Executive Committee:-

1.a. The number of the Council members of the All India Union and the provincial, district or divisional Unions representing the Muslim community, shall be according to the proportion of members of the Muslim community plus an addition of 15 per cent subject to a minimum of one. In the event of the requisite number representing the Muslim community not being returned as a result of the elections, the Council of each Union will co-opt such number of members representing the Muslim community.

(b) That the number of Council members representing the Sikh Community in the Punjab Provincial Union and divisional and district branches affiliated to it shall be according to the proportion of number of members of the Sikh community of the Union plus an addition of 15 per cent subject to a minimum of one.

(c) That the conventions 1 and 2 above shall not apply when the representatives of the Muslim and Sikh community duly elected in the ordinary elections is 25 per cent or over.

(d) Among the office-bearers of the All-India Union there shall be at least one office-bearer representing the Muslim and the Sikh community each.

(e) Among the office-bearers of the Punjab Provincial and Divisional and District Unions affiliated to it there shall be at least one office-bearer representing Muslim and the Sikh community each.

(f) That among the office-bearers of all provincial, divisional and district Unions other than those in the Punjab there shall be at least one office-bearer representing the Muslim community.

II. The principle embodied in the first convention shall also be applied in the election of delegates to the various Conferences.

Reduction in Staff. - This Conference views with alarm the proposal to reduce the staff in the Post offices and R.M.S. and feels that the reduction in traffic, if any, is only temporary due to present world-wide trade-depression, and to the recent increase in Postal rates, causes which would soon disappear, and it, therefore, urges upon the Government to stop retrenchment in staff.

Cut in Salary. - This Conference strongly protests against the orders of the Government imposing a cut in salary of all employees of the Post Offices and R.M.S. and thus meeting out a differential treatment to them as compared with the employees of other departments of the Government of India, except Railways, and urges upon the Government to modify their orders so as to exempt the salary upto Rs. 100/- from the cut and to have a graduated cut on salaries above Rs. 100/-.

Office Bearers for 1932-33. - This Conference elects the following office-bearers; ~~Ex~~ Mr. Azhar Ali, M.L.A. President; Mr. S.C.Mitra, M.L.A. Vice-President; Mr. M. Abdur Rahman Khan - Vice-President; Mr. N.S.Sen Gupta - General Secretary; Pandit M.L. Topa - Honorary Secretary; Messrs. B.Sadiram, Gurbux Singh, Inus Mirza - Assistant Secretaries; and Mr. A.N.Vaid - Treasurer.

(Summarised from pages 249-268 of the June 1932 issue of Indian Post, Vol.III, No. 6)

(A review of the proceedings of the 11th session of the A.I. Postal and R.M.S. Conference was given at pages 38-39 of the October 1931 Report and pages 25-26 of the November 1931 Report of this Office.)

#### Progress of A.I. Postal & R.M.S. Union, 1931-32.

The following information about the progress of the All India Postal and R.M.S. Union during 1931-32 is extracted from the Annual Report for 1931-32 presented to the 12th session of the A.I. Postal & R.M.S. Conference held at Calcutta on 18 & 19-6-1932 under the presidentship of Mr. Azhar Ali, M.L.A. (The full text of the Report is published at pages 193-206 of "Labour", the Official organ of the A.I. Postal & R.M.S. Association, Bengal and Assam Circle, of June 1932 - Vol. XII, no.5).

Review of 1931-32. - Reviewing the progress of the Union during 1931-32, the report says:-

The year 1931-32 was the most critical in the life of the Union and of the Postal and R.M.S. employees in India and Burma. All the energy and resources of the Union were employed to safeguard the interests of the employees against ~~such~~ drastic retrenchment, but the reasonable representations made by the Union were ignored both by the Posts and Telegraphs Retrenchment Advisory Sub-Committee and the Government, and drastic measures were adopted to effect economy in the Department. The delegates assembled at the Eleventh Session of the All India (including Burma) Postal and R.M.S. Conference held at Delhi in November 1931 were astounded by the reactionary recommendations of the Sub-Committee and the unfavourable decisions of the Government, and in despair decided to issue a Referendum to ascertain the views of the members as to the steps to be taken to convince the Government of the unreasonableness of the measures of retrenchment decided upon. The action of the Union in connection with the Referendum created misunderstandings with the Government, and official recognition of the Union and all its branches was ultimately withdrawn. Through the tactful handling of the situation by the Council of the All-India Union and the friendly intervention of some of the distinguished members of the Legislative Assembly, official recognition was subsequently restored, but not before a serious damage was done to the organisation by the suspension of the harmonious relationship between the Union and the Government and the authorities. The Muslim Communal organisation started in 1930-31 not only created a serious handicap to the Union in fighting unjust retrenchment, but made every endeavour to injure the Union by misrepresentations of its activities.

Representation of Grievances. - According to the Report, during the year 55 specific grievances relating to conditions of service of members of the Union were taken<sup>up</sup> by the Union with the authorities concerned. The Report states that though some of the minor grievances represented were redressed, the decisions with regard to important grievances were far from satisfactory.

Efforts to Combat Retrenchment Proposals. - According to the report, the main preoccupation of the Union during the year was the campaign initiated to prevent measures of retrenchment, both in respect of pay and personnel, proposed by the Posts and Telegraphs Retrenchment Advisory Sub-Committee. The General Secretary of the Union had a series of interviews with the Director-General of Posts

and Telegraphs on this subject. Further, a comprehensive memorandum embodying the Union's case against retrenchment was presented to the Retrenchment Sub-Committee in July 1931. (See pages 47-48 of August 1931 report of this Office). Vigorous campaigns against retrenchment were conducted during the year by all the Provincial Unions affiliated to the A.I. Postal & R.M.S. Union. Despite these demonstrations, the following reductions in salary were announced by the Government of India:-

- (1) Not exceeding Rs.30/- per month  $\frac{1}{2}$  anna in the rupee for every complete Rupee.
- (2) Exceeding Rs.30/- but not exceeding Rs.83-5-4 per month 1 anna in the rupee.
- (3) Exceeding Rs. 83-5-4 per month 10 per cent.

The report states that besides the salary cuts adopted by the Government on the recommendation of the posts and Telegraphs Retrenchment Advisory Sub-Committee, the future prospects of the employees have been rendered gloomy by the reduction of a large number of selection grade appointments, discharge and compulsory retirement of officials to facilitate the rapid increase of lower division appointments, retrenchment of staff to cope with the temporary fall in traffic and by absorption of the surplus telegraphists in the combined offices. The Union has submitted representations on all these points and is hopeful that they will receive sympathetic consideration of the Director-General.

Membership Figures. - The following table shows the membership of the Union and its distribution among different classes of employees as on 1-3-1932:

<u>Name of Province</u>	<u>Numerical strength</u>		<u>Total</u>
	<u>Clerks, Sorters and above</u>	<u>Below clerks and Sorters</u>	
Bengal & Assam	2512	3512	6024
Bihar & Orissa	Not shown	Not shown	1636
Bombay	3264	399	3653
Burma	652	348	1000
Central Circle	995	1,399	2394
Delhi	163	Nil	163
Madras Circle	2806	2,736	5542
Punjab & N.W.F.	Not shown	Not shown	2011
Sind & Baluchistan	do	do	321
United Provinces	do	do	1718
D.G.P. & T. Ministerial Staff Union	100	Nil	100
			24,472

Financial Situation. - The balance in hand in the beginning of the year was Rs.2481-14-9. The total income during the year was Rs. 10,118-12-0 and the total expenditure amounted to Rs. 10,535-4-9. The total amount of arrears due from Provincial Unions upto 31-3-1932 was Rs. 9,015-4-6.

(Summarised from the Annual Report of the All India Postal and R.M.S. Union published at pages 193-206 of "Labour", the Official organ of the Postal and R.<sup>M</sup>.S. Association, Bengal and Assam Circle, for June 1932 - Vol XII, No.5).

Economic Conditions.Jute Crisis Settlement: Truce till August 1933.

At pages 33 to 34 of the report of this Office for May 1932 reference was made to the crisis that has arisen in the jute industry of Bengal owing to the recalcitrant attitude adopted by the managements of certain jute mills in respect of the agreement sponsored by the Indian Jute Mills Association re reduced working hours in jute mills. It was also stated that the Government of Bengal was best ~~ing~~ing itself in the matter of effecting a settlement of the dispute which threatened to sap the very foundations of the premier industry of Bengal. According to a message dated 11-6-1932 <sup>from</sup> to the Calcutta Correspondent of the Times of India and published in the Times of India of 14-6-1932, the long drawn out jute mill dispute was brought to a settlement in the second week of June, mainly owing to the exertions made in this behalf by the Government of Bengal. According to the paper, the signature of the last resisting non-Association mill has been obtained for the agreement, which is to be in force for a period of eleven months from August 1932. As a result of the settlement, the market-boycott of the non-Association mills has been lifted and a number of minor matters has been adjusted. According to the terms of the settlement, working hours will, in the majority of mills, continue to be forty per week and fifteen per cent. of the machinery will be sealed. The non-Association mills and one or two of the smaller members of the Association will work fifty-four hours with a full complement of looms.

With world trade in its present parlous condition, it will take a number of years before the Calcutta jute mills can hope to work to

full capacity again. The conviction is therefore growing in jute circles that some sort of rationalisation of the industry is inevitable if a number of weaker units are not to go to the wall and, according to this group, the present armistice in the industry is to be utilised for drawing up plans for an equitable reduction of the industry's output capacity. Failing that a renewal of the ~~xxxx~~ trouble in a far more acute form is apprehended.

Public Health.Improvement of City Slums: Opening of Cochrane Basin  
Settlement, Madras.

The highly insanitary conditions of the slums of Madras in which the working class population of the City lives and the alarming increase in the death-rate among workers, especially from respiratory diseases, have for some time past been a matter for grave concern to the Government and Corporation of Madras. A Committee to investigate the causes was appointed in 1927 and one of its recommendations was the provision of decent housing accommodation for the persons living in cheries and hutting grounds. In pursuance of this recommendation, the Corporation of Madras had embarked on several extensive schemes of housing for the labourers of the City. The Cochrane Basin Settlement, which forms part of these schemes, was recently completed and it was formally opened by the Governor of Madras on 28-6-1932. The Settlement has cost the Corporation a sum of Rs. 53,000. About  $4\frac{1}{3}$  acres of low-lying land have been reclaimed and 126 platforms have been built and will be let out to the residents at a monthly rent of As.8 per mensem.

The following information about housing conditions of labourers in Madras and <sup>about</sup> of the action taken by the Corporation in providing model settlements for the workers is taken from the speech delivered by Mr. T.S. Ramaswami Iyer, President, Madras Corporation, when inviting the H.E. the Governor to open the Cochrane Basin Settlement:-

The provisional figures of the 1931 census show that in Madras City there has been an increase in the population during the last decade by more than 22 per cent. Much of the increase is due to people migrating into the City in search of work. Many of the labourers who have come into the city are too poor to live in houses. The Corporation of Madras has therefore been faced with a problem beset with difficulties.

Apathy of Private Landlords.- The owners of private lands where slums have grown up have in many cases neglected the sanitation of the slums. They were content to get the rent for the land from the people who settled on their lands and left the amenities to be provided for by others. No attempt was made by the landlords even to keep the places sanitary. If the Corporation took action against the defaulting landlords, the result was that either the landlords paid the small fines that were imposed on them by courts or evicted the tenants whom they considered a nuisance. Under the Madras City Municipal Act, 1919, the Corporation is not empowered to spend any moneys on properties, which do not belong to the Corporation, and the slums in lands owned by private individuals could not get much help from the Corporation. Owing to the growth of public opinion and the efforts made by the Corporation and by the various Social Service organisations in the city, attempts have, however, been made from time to time to ameliorate to some extent the condition of the people living in the slums.

Corporation's initiative in Slum Clearing.- During recent years, the Corporation has tried to exercise effective control over the landlords and in many cases the landlords have alienated to the Corporation enough land within the hutting grounds for forming roads. In the wake of the roads, have come in other civic amenities such as good lighting, a good water-supply and a fairly efficient drainage system. In the matter of improving housing conditions of the poor, the Corporation has been in the past following the policy of building tenements of model houses for the poor. Besides the 181 tenements built in Perambur in 1931, about 783 other tenements costing Rs. 407,175 have been built in various parts of the city up to this time by the Corporation (see pages 69 of September 1931 report, pages 64-66 of the October 1931 report and page 49 of December 1931 report of this Office). Of these, 377 are let to the Corporation employees and the rest to the poor residents.

Need for cheaper tenements.- The tenements built in 1931 in Perambur have been leased to the residents of that locality at a rent of Rs. 2 per mensem. Finding that it may not be possible to have costly building schemes and feeling the need for providing housing accommodation for those who cannot pay even Rs. 2 a month, the Corporation has now planned less expensive schemes similar to the one at Cochrane Basin, where plinths are to be built and leased at eight annas each, the lessees putting up the superstructures which will very often be of thatch. The Corporation will provide drainage lighting, water-supply and good roads in the Settlements.

Main Lines of Future Action.- The immediate programme of the Corporation in respect of slum clearing, as foreshadowed by the President of the body, lies in the two following directions:- (1) The erection of a two storied building near the Madras harbour for the housing of houseless dock and other workers, for the site of which application has been already made to the Collector of Madras; (2) In order to finance these and other schemes and to improve the sanitary conditions in the slums of the city, the raising of a loan of Rs. 200,000 from the Madras District Co-operative Central Bank, Ltd.

Free Medical Relief in Sassoon Mills, Bombay, 1931.

Interesting details regarding the provision of free medical relief by the Sassoon group of mills in Bombay to their workmen are contained in the report on the working of the dispensaries of the Sassoon mills during 1931 submitted by the Medical Officers in charge of those dispensaries, a summary of which is published in the June 1932 issue of the Labour Gazette, Bombay (Vol.XI, No.10). The following are the main features of the report:

According to the report, the normal attendance at the dispensaries had been on the average, 75,000, except in 1928, the year of the Bombay Mills strike, during which the attendance fell to 43,000. A special feature referred to in the report is the anti-malaria work carried on by the staff appointed for the purpose by the Mills. The staff is a permanent one and throughout the year it is engaged in destroying malaria-carrying mosquitoes found in the mill premises. The Sassoon Mills claim to be the only private firm in Bombay which maintains a staff for this purpose. In spite of these measures, attacks of malaria among the operatives working in the Sassoon Mills could not be completely put down and the reason given for this is

that the infection is carried by mosquitoes migrating from the neighbouring areas. Whenever attacks of malaria could not be controlled, attempts were made to check the outbreak of fever by a free distribution of a new anti-malaria remedy by room to room visitation by the medical officers. One disappointing feature of the anti-malaria campaign mentioned in the report is the reluctance of the patients to continue treatment after the actual fever had left them, with the result that some get recurring attacks of the fever.

Another interesting feature of the work of the dispensaries referred to in the report is the reference to the Women's Hostel recently started near the Elphinstone Mill, where much persuasion was necessary in several cases to make the women seek medical advice for themselves and their children.

(Summarised from a Note on the subject published in the June 1932 issue of the Labour Gazette, Bombay, Vol. XI, No.10).

Co-operation.

Establishment of Co-operative Warehouses: A Madras Experiment.

The need for warehouses, built on a co-operative basis, which might be utilised by the ryot to store his produce pending sale was emphasised by two recently instituted Government Committees, the Economic Depression Enquiry Committee, <sup>and</sup> the Banking Enquiry Committee. It has been generally felt that in India there is scope for co-operative organisation for sale and that until full societies can be developed which will grade, pack and sell under guarantee, it is desirable to develop what are designated "godown societies" which will take and stock produce and give advance to the ryot pending its sale. For such godown societies to function properly, a prime requisite is the provision of adequate godown accommodation. Most of the co-operative societies, as they are constituted at present, are not in a position to raise the funds necessary for the building of such godowns. Commenting on the subject, the Madras Provincial Banking Committee has stated:- "The difficulty of raising the necessary capital to erect such godowns in the first place has been so considerable that we consider that the Government should lend more freely for the purpose, and should, if necessary, run such godowns in the first place through the Co-operative Department". Acting on this recommendation, the Government of Madras, has recently decided to set up experimentally a number of godowns in ~~the~~ <sup>at</sup> Gudda-Illore, for the convenience of the local ryots. If the experiment yields satisfactory results, it may be presumed that similar action will be taken in other parts of the Presidency by the Government. The following <sup>letter</sup> ~~communicate~~ issued by the Government of Madras explains fully the action <sup>taken</sup> by the Government

in this respect:-

The Economic Depression Enquiry Committee recommended that the Government should institute warehouses, independent of co-operative sale societies, where goods will be received and certificates, which would serve as instruments of credit, could be granted over the signature of a responsible marketing officer in respect of the quantity and quality of the goods so held in the warehouses. The Government have considered the recommendation in consultation with the Registrar of Co-operative Societies and the Directors of Agriculture and Industries. They are of opinion that there is definite scope for the establishment of warehouses free from any obligations to middlemen. Under present financial conditions, however, it is out of the question for Government to organize and manage such warehouses at their cost. The system of licensing also does not seem to offer a practicable solution, since it offers little or no inducement to the licensee unless backed by a Government guarantee of dividends. The only alternative for the present is to start or extend co-operative warehouses. This will be taken up experimentally in Cuddalore in the first instance by the Director of Agriculture in collaboration with the Registrar of Co-operative Societies".

Agriculture.Agricultural Statistics of India, 1929-30\*

The following information about the agricultural statistics of India for the year 1929-30 is taken from Volume I of Agricultural Statistics of India, 1929-30 issued by the Department of Commercial Intelligence and Statistics of the Government of India. The publication is the 46th annual volume of the series started in 1886 with statistics for 1884-85. Volume I contains detailed information about area, classification of area, area under cultivation, area under crops, live-stock, land revenue assessment and harvest prices in British India. The year to which the returns relate ends on 30th June, this being the generally recognised agricultural year, except in Assam where the year ends on 31st March and in the Central Provinces and Berar where it ends on 31st May.

Total Area and Population of India.- The total area of India is 1,822,000 square miles, or 1,165,967,000 acres, with a population of 319 millions according to the census of 1921. This may be divided as follows:-

	<u>Acres</u>	<u>Population</u>
(1) British Provinces (including Indian States within the political jurisdiction of Local Governments and Administrations)	746,095,000	259,460,000
(2) Indian States having direct political relations with the Government of India	368,927,000	56,395,000
(3) Certain specially administered territories in the North-West Frontier Province (Tribal areas, etc.) not included under (1)	16,239,000	2,583,000
(4) British Baluchistan (including administered areas).	34,706,000	421,000
Total	<u>1,165,967,000</u>	<u>318,859,000</u>

\* (Forty-Sixth Issue). Department of Commercial Intelligence and Statistics, India. Agricultural Statistics of India, 1929-30. Volume I, Area, Classification of Area, Area under Irrigation, Area under Crops, Live-Stock, Land Revenue Assessment and Harvest Prices in British India. Published by order of the Governor-General in Council. Calcutta; Govt. of India Central Publication Branch, 1932. No. 2312. Price Re. 1-4 or 2s. pp. 81 + xxi.

EducationKeith Robinson's Visual Education Scheme:Disappointing Results of Bombay Experiment.

Some of the charges which have been levelled against Indian labour are that it is prone to idleness, carelessness, procrastination, waste and absenteeism. These factors have been held chiefly to be responsible for the lack of efficiency of Indian workers and the heavy over head costs in most of the Indian industries. The ill effects of these factors have been felt keenly in Bombay, the chief centre of the textile industry in India. The Millowners' Association, Bombay, <sup>therefore,</sup> have been making efforts for some time past to educate their operatives and to raise their standard of efficiency. With this idea in view, the Association appointed a committee in October 1930 consisting of managers of certain cotton mills to consider a suggestion for a process of visual education of mill operatives made by Mr. Keith Robinson, formerly of the Parker-Holladay Company of England (for details of the scheme vide pages 32-33 of the Report of this Office for December 1930). The outcome of the committee's report was the putting into execution of a visual education scheme specially <sup>by</sup> designed <sup>by</sup> Mr. Keith Robinson. The following information regarding the working of the scheme is taken from a Note on the subject published in the Report for 1931 of the Bombay Millowners' Association:-

The service was introduced early in February 1931 and lasted for a period of six months. 26 subjects relating to faults common

among operatives and which usually result in decreased efficiency, waste and loss in wages, were dealt with by means of suitable posters, with appropriate titles and captions. The operatives' interest in the scheme was sought to be stimulated by the promise of rewards for suggestions which would result in the elimination or diminution of any of these faults. In spite of all efforts, however, the workpeople's interest in the service gradually disappeared, and this was one of the main reasons for a number of mills indicating their unwillingness to continue the service beyond the experimental period of six months. A report was submitted by Mr. Robinson on the termination of the service, but as certain recommendations made by him were already under consideration of the Committee, being either directly or indirectly connected with the suggestions made by the Whitley Commission, no special action was taken thereon.

(Summarised from the Report of the Millowners' Association, Bombay, for 1931 - page 74).

Compulsory Education in Workers' Wards:

Madras Government's Orders.

The Whitley Commission have referred in their report to the tendency shown by some municipalities in India to exclude wards peopled by the industrial classes mainly from the scope of schemes for the introduction of compulsory elementary education on the ground of the backwardness of the population. Commenting on this tendency, the Whitley Report observed:-

"We regretted to find that in some parts of India there was a tendency, in applying compulsory methods, for municipalities to exclude wards peopled by ~~XXXX~~ factory labour on the ground of the backwardness of the population. The Bombay Municipality, on the other hand, has recently applied compulsion to two wards chiefly inhabited by mill-workers, and we recommend to municipalities that wards of this type should be regarded as having a special claim where compulsion can be applied. We would also call attention to the desirability of bringing the upper age-limit for compulsory education at least up to 12 years, the minimum age for factory employment. The present system in Bombay, under which compulsory education stops at 11, involves the loss of a valuable year and jeopardises the results already achieved".

The Government of Madras, according to a message of the Ootacamund correspondent of the Times of India published in its issue of 20-6-32, have recently passed orders commending the proposals of the Royal Commission on Labour regarding this matter to the municipalities in the Madras Presidency for sympathetic consideration. The Government of Madras have also accepted the suggestion of the Commission to raise the age limit for compulsion to 12 years.

As regards other recommendations affecting the Education and the Industries Department, the Government have postponed their decisions until normal financial conditions are restored.

The "Girni Samachar" — Bombay Millowners' Association's  
Magazine for Workers.

Of recent years, the conviction has been gaining ground that a lack of proper understanding between the employers and employees is responsible for the frequency of labour disputes in India. In no centre of industry in this country has this growing friction between managements and operatives been more in evidence than in Bombay. The textile industry of the city, in particular, witnessed prolonged strikes in 1929 and 1930 which led to much bitterness of feeling and financial loss both to the mill-owners and the textile operatives. These developments have brought home the need for the establishment of closer contact between the management and the men. One of the first experiments in this direction was initiated in 1930 by Messrs. E.D.Sassoon and Co., Ltd., owners of an important group of mills in Bombay city, when the firm started a monthly magazine called the Sassoon Kamgar ( a copy of this magazine was forwarded with this Office's minute D.1/1259/30 of 7-8-1930) written and edited solely with a view to provide interesting reading matter for the operatives employed in the firm's mills.

The experiment initiated by Messrs E.D.Sassoon & Co.Ltd., would appear to have yielded satisfactory and encouraging results, as the Bombay Millowners' Association, which was closely watching the reception accorded to the Sassoon Kamgar by the operatives, decided soon after to bring out a magazine under the auspices of the Association for circulation among the textile operatives of Bombay city. The first issue of this new magazine "Girni Samachar" appeared in June 1931 & subsequent issues have been appearing regularly

up till now, just before pay day of each month. The following additional information about the "Girni Samachar" is taken from the Report of the Bombay Millowners' Association for the year 1931 which devotes some space to recording the progress achieved by the new magazine.

The magazine deals with subjects of general, religious, historical and local interest, variety being provided by the inclusion of short stories, cartoon and topical photographs. The more serious articles deal with such subjects as the significance of the various religious festivals falling in each month, chats on health, accident prevention, care of children, short sketches with photographs of men with long service in different mills and descriptive notes of various developments in textile machinery and methods.

The "Girni Samachar", according to the Report for 1931 of the Millowners' Association, evoked great interest among the mill operatives in Bombay. Mill managers often contributed articles to the magazine on matters that directly concerned workpeople, while the Chief Inspector of Factories and the Lady Inspector of Factories consistently helped to popularise the paper with instructive articles written in simple language on various aspects of accident prevention and child welfare. The authorities in charge of the Naigaum Social Centre also interested themselves in the magazine, and did much to make it a success. The cost of publishing the magazine is met by the mills subscribing to it. The rate of subscription is fixed at 9 pies per copy, but it is sold by the mills to their workpeople at 3 pies per copy, the difference in price being borne by the mills and all other incidental charges in connection with the editing and publication of the magazine being defrayed by the Millowners' Association.

The response from up-country members, the Report states, was not satisfactory, mainly due to the fact that as the magazine was published in Marathi, it could not be easily read and understood by people in districts where Marathi was not spoken.

No returns of agricultural statistics are prepared either for item (3) or for item (4).

Total Area of British India.- The total area of the British Provinces (item 1 above) - 746,095,000 acres or 1,166,000 square miles-- includes 76,179,000 acres, with a population of some 13 millions, belonging to Indian States, which are within the political jurisdiction of Local Governments and Administrations. Thus, deducting 76,179,000 acres belonging to Indian States from the total area of 746,095,000 acres included in British Provinces, the remainder, 669,916,000 acres, represents the area of British territory according to professional survey. The agricultural statistics given in the publication, however, are based on "village papers" prepared by the village accountants for the purpose of assessment and collection of land revenue. The area of British India, according to these village papers, amount only to 667,516,000 acres, as against 669,916,000 acres according to professional survey.

Classification of Area of British India.- The area of 667,516,000 is classified for the purpose of agricultural statistics as shown in the table below:-

	Acres (1,000)	Per cent.
Forests	87,277	13.1
Not available for Cultivation	146,873	22.0
Culturable waste other than fallow	155,491	23.3
Current fallows	49,714	7.4
Net area sown	<u>228,161</u>	<u>34.2</u>
Total	<u>667,516</u>	<u>100.0</u>

The net area actually sown with crops during 1929-30 was, therefore, 228,161,000 acres, or 34 per cent of the total area, as against 228,166,000 acres in the preceding year. If, however, areas sown more than once during the year are taken as separate areas for each crop, the gross sown area in the year of report amounts to 260,681,000 acres, as against 262,328,000 acres in the preceding year.

Provincial Distribution of Sown Area.- The proportion of the net sown to total area and the number of population per 100 acres of sown area in each province are shown in the table below:-

	Proportion of sown to total area	Population per 100 acres of sown area
United Provinces	50 per cent.	132
Delhi	50 ..	262
Bengal	47 ..	196
Bihar and Orissa	47 ..	136
Punjab	44 ..	78
Bombay	42 ..	55
Central Provinces and Berar	39 ..	56
Madras	38 ..	123
North-West Frontier Province	29 ..	93
Ajmer-Merwara and Manpur	19 ..	102
Assam	16 ..	134
Coorg	14 ..	119
Surma	11 ..	74
British India	<u>34 ..</u>	<u>107</u>

Irrigation Statistics.- The total area irrigated in 1929-30 was 51,010,000 acres, as against 49,762,000 acres in the preceding year. Of this area, 23,073,000 acres were irrigated from Government canals, 3,655,000 acres from private canals, 12,702,000 acres from wells, 6,298,000 acres from tanks, and 5,282,000 acres from other sources of irrigation. In India irrigation is ordinarily resorted to on an extensive scale in tracts where the rainfall is most precarious. In Lower Burma, Assam, Eastern Bengal, and the Malabar Coast (including the Konkan), where the rainfall is ordinarily heavy, the crops hardly need the help of irrigation, unless there is an unusual ~~xxxx~~ scarcity of rain. Of the total area irrigated in 1929-30, the Punjab accounted for 30 per cent, the United Provinces 22 per cent, the Madras Presidency 18 per cent, Bihar and Orissa 10 per cent, Bombay 9 per cent, and the other provinces for the remaining 11 per cent. The above figures of irrigated areas do not take into account areas sown more than once during the year with the help of irrigation, but indicate the extent of land actually irrigated. Counting areas sown more than once as separate areas for each crop, the gross area of irrigated crops was 54,924,000 acres in 1929-30. Of this area, 85 per cent was under food crops and the remainder under non-food crops. Of the former, 18,780,000 acres were under rice, 10,640,000 acres under wheat, 2,959,000 acres under barley, 1,654,000 acres under jowar, 1,515,000 acres under bajra, 1,250,000 acres under maize, 1,691,000 acres under sugarcane, and the remaining 8,102,000 acres under other food crops. Of the irrigated non-food crop area, ~~5~~, 3,206,000 acres were occupied by cotton.

Classification of Area Sown.- The gross area cultivated with crops covered 261 million acres in 1929-30. The different classes of crops and the area occupied by each class are shown in the table below:-

	Acres. (1,000)	Per cent of total
Food-grains	200,018	75.8
Condiments and spices	1,307	0.5
Sugar	2,582	1.0
Fruits and vegetables	5,113	2.0
Miscellaneous food-crops	1,479	0.6
Total food crops	210,499	80.9
Oilseeds	16,330	6.3
Fibres	20,075	7.7
Dyes and Tanning materials	691	0.2
Drugs and narcotics	2,314	0.9
Fodder crops	9,381	3.6
Miscellaneous non-food crops	1,048	0.4
Total non-food crops	49,839	19.1

Statistics of Live-Stock, Ploughs and Carts.- The statistics given under this heading in the publication are based on cattle censuses. The census is taken annually in certain provinces and quinquennially in others. The first general quinquennial census was taken in 1919-20, the second in 1924-25 and the third in 1929-30. Live-stock in cities and cantonments are included wherever it is possible to secure their enumeration. The animals are divided into

three classes, namely, (1) bovine, comprising oxen and buffaloes, (2) ovine, comprising sheep and goats, and (3) others, comprising horses and ponies, mules, donkeys, and camels. The total number of live-stock of each of these three classes in each province together with the numbers of ploughs and carts is shown in the table below:-

Number in thousands.

	<u>Bovine</u>	<u>Ovine</u>	<u>Others</u>	<u>Ploughs</u>	<u>Carts</u>
Madras	22,441	20,270	172	4,476	1,235
Bombay	11,796	6,421	571	1,583	784
Bengal	25,287	6,049	116	4,592	860
United Provinces	31,459	8,794	764	5,053	998
Punjab	14,294	8,075	1,327	2,324	339
Burma	6,205	326	75	814	733
Bihar and Orissa	21,308	6,779	227	3,542	625
Central Provinces and Berar	14,378	2,492	194	1,668	1,136
Assam	5,661	744	23	1,167	77
North-West Frontier Province	1,081	921	189	214	6
Ajmer-Merwara and Manpur	453	571	13	49	17
Coorg	139	3	1	29	1
Delhi.	127	38	10	17	8
<b>Total</b>	<u>154,629</u>	<u>61,483</u>	<u>3,682</u>	<u>25,528</u>	<u>6,819</u>

Of the total number of live-stock of the bovine class (xx 155 millions), which is cattle proper, the United Provinces accounted for 20 per cent, Bengal 16, Madras 15, Bihar and Orissa 14, the Punjab and, the Central Provinces and Berar 9 each, Bombay 8, and the remaining provinces 9 per cent. In the case of stock of the ovine class (sheep and goats), however, Madras accounted for 33 per cent of the total, followed by the United Provinces (14 per cent), the Punjab (13 per cent), Bihar and Orissa (11 per cent) and Bengal and Bombay (10 per cent each).

Proportion of cattle to sown area and population.- The table below shows the number of live-stock of the bovine class (cattle proper) per 100 acres of sown area and per 100 of the population in each province:-

	<u>Number of Cattle</u>	
	<u>Per 100 acres of sown area</u>	<u>Per 100 of population.</u>
Madras	65	53
Bombay	36	65
Bengal	108	55
United Provinces	92	69
Punjab	54	69
Burma	35	47
Bihar and Orissa	85	63
Central Provinces and Berar	57	103
Assam	101	76
North-West Frontier Province	43	46
Ajmer-Merwara and Manpur	134	131
Coorg	101	85
Delhi	68	26

It will be seen that the number of cattle per 100 acres of sown area ranges between 35 in Burma and 134 in Ajmer-Merwara and Manpur, while the number per 100 of population varies from 26 in Delhi to 131 in Ajmer-Merwara and Manpur. The average for British India, as a whole, is 68 per 100 acres of sown area and 63 per 100 of the population.

Rural Uplift Work in United Provinces, 1931-32.

Of recent years rural uplift work has been increasingly engaging the attention of the provincial Governments in India. The need for educating the villager, improving his cultural outlook and instilling into him the rudimentary principles of sanitation and improved methods of agriculture has been well impressed on the local administrations, as also on several private social organisations, with the result that activity in the rural uplift cause has been intensified of late. The following information gathered from a review of rural uplift activities of the Government of the United Provinces during 1931-32 issued by the Director of Publicity with the U.P. Government on 27-5-1932 may be taken as fairly typical of the work carried out in this direction by provincial administrations in India.

According to the review, in the interest of rural uplift, ~~may~~ many districts in the U.P. have organised fairs, tournaments, agricultural, industrial, public health and baby shows, exhibitions of local and cottage industries and other displays, arranged under the auspices of local leagues and associations. The following may be cited as typical of the numerous instances of success attained at such shows. Cawnpore district utilised a cattle fair and show for pushing on its publicity work. In the Unao district, <sup>the</sup> Kusumbhi fair was used for publicity, and a big exhibition, with public health demonstrations, a group conference of co-operative societies and sports, was arranged for. In many other districts similar success was attained by organising exhibitions with separate courts for village uplift, sanitation, education, public health and cottage industries.

The tendency of the district leagues, says the review, has been to utilise such meetings in order to promote the interest of village uplift, public health, and sanitation, cottage industries, etc. With a view to utilise and coordinate such tendencies, it is proposed to organise the economic side of the uplift movement and to make a modest beginning with a demonstration van consisting of a cinema, a loud-speaker, a wireless set, an epidiascope or episcope and a portable electric engine, lights and fans. The van will further carry selected exhibits of special interest which will be supplied by the Industries, Agriculture, Public Health, Education and Co-operative departments.

The van alone will not, however, suffice for exhibition purposes. Its function will be to serve as a nucleus and then at every centre a local exhibition will have to be arranged for, industrial, agricultural and other types of important exhibits in the district brought together, advertisements issued, audience collected, competitions announced, small prizes offered by district leagues or other organisations acting singly or in collaboration with other bodies such as district boards, municipal boards, etc., as local circumstances may require. The van itself will not be able to carry very many or heavy or voluminous exhibits. Departmental officers would therefore be expected to collect such exhibits themselves, e.g., the agricultural superintendent should himself be able to exhibit better seed and agricultural produce, improved implements, machinery, etc.; the deputy inspector of schools should collect exhibits from the technical special and general ~~xx~~ schools, etc. (The Leader, 2-6-1932.)

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Proposed Training Centre for Rural Uplift Workers - A Delhi  
Scheme.

The Rural Reconstruction League, which has its headquarters in New Delhi, has recently sponsored a scheme for the setting up of a training centre for rural uplift workers in New Delhi. The need for a training centre, like the one proposed by the League, is really insistent as there is not a single training centre in North India where villagers may be taught the art of marketing their wares and helped to produce a much higher grade of produce, and as the Coimbatore centre is too far away and students from Upper India would find considerable difficulty in speaking the language.

The following are a few details about the scheme:- It is proposed that the cost of the proposed training centre should be shared between the United Provinces, the Punjab, Delhi and the Rajputana States, and perhaps the Central Provinces also, i.e., the Urdu-Hindi speaking areas. It is suggested that Dr. D. S. Hatch, author of Up from Poverty in Rural India, and the head of the South Indian centre, should be asked to take charge of the proposed centre in Delhi. The League proposes that the centre should be provided with moveable schools housed in motor lorries which could conveniently tour over large areas and give practical demonstrations to agriculturists in scattered villages. In Delhi it is proposed to use six-wheelers which can stand the strain better. The cost, as estimated by the Rural Reconstruction League, for training 50 students is as follows:-

Buildings, including four classrooms, one laboratory, one research and experiment room, one lecture hall, one library, one principal's room, a shed for agricultural equipment, ten staff bungalows and a hostel for 50 students, Rs. 200,000.

Equipment (including five moveable schools), Rs. 125,000.

Annual recurring expenditure, Rs. 115,000.

(The Statesman, 10-6-1932.)

HK.

Migration.

Transvaal Asiatic Land Tenure Bill Passed.

References have been made in the earlier reports of this Office to the introduction of the Asiatic Land Tenure Bill in the South African Legislature and to the agitation carried on by Indians, both in South Africa as well as in India, against the passing of the Bill (vide pages 49 et seq. of the October 1930 report, 61-63 of the January 1931 report and 76-81 of the August 1931 report of this Office). The Bill was passed by the South African House of Assembly on 26-5-32 and was sent up to the Senate on 27-5-32 for prompt despatch. It is reported that the Minister of the Interior made an important announcement during the course of the discussions on Clause 3 of the Bill. He announced that he intended appointing a temporary commission consisting of a judge as chairman and two officials, fully conversant with the problem and absolutely impartial, as members, to deal with applications from Asiatics asking for permission to continue to live in localities which are at present mainly occupied by non-Asiatics.

The following is a summary of some of the important amendments introduced in the Bill so as to meet the objections of the Indian community in certain particulars:-

Segregation Clause deleted. - It was announced in the statement made in the Assembly last April, that the clause which embodied the principle of segregation, by providing for the ear-marking of areas for occupation or ownership of land by Asiatics had been deleted and that a clause had been inserted, instead, amending the Gold Law to empower the Minister of the Interior to withdraw any land from the operation of Sections 130 and 131 in so far as they prohibit residence upon or occupation of any land by coloured persons. A certificate, to the effect, that any land has been so withdrawn, will have to be regarded by the local bodies as sufficient proof that coloured persons may lawfully reside on or occupy such land.

Ownership of Fixed Property. - As regards ownership, it is

now understood that fixed property, which stood lawfully registered in favour, of any Asiatic up to 1st May 1930, has been protected, the restriction that it would remain protected only for so long as it was held by him or by any other Asiatic who inherited it from him having been withdrawn.

Properties held through European Trustees. - Properties held through European trustees or acquired by Asiatic Company up to 1-5-30 have also been protected. Thus properties acquired after 1919 by companies in which the controlling interest was nominally in the hands of Europeans, but rested de facto with Asiatics are protected, without the legality of their acquisition having to be tested in courts.

Shares held by Asiatics in Private Companies. - Another unsatisfactory feature of the original Bill was that shares held by Asiatics in a private company would have been forfeited to the State if the company were to acquire any fixed property after 1-5-30. This defect has been removed and protection has been granted to all shares which were held by an Asiatic on 1-5-32 and which have not been transferred by him since that date, and also to such shares as were inherited by an Asiatic from another Asiatic who lawfully held them.

Occupation of Fresh Land from 1-5-1919. - The Indian community was also perturbed over another provision in the original Bill which declared illegal the occupation of any fresh land after the 1-5-1919 even if the extension was in the same township. These fears have now been removed by making the provision applicable from 1-5-30, and not with retrospective effect from 1-5-1919. Although the Gold Law would not be applicable to areas like springs which, according to judicial pronouncement, were not formerly subject to its restrictive provisions, protection has been granted to such persons as were lawfully residing on the 1-5-30. They would also be able to transfer the right of residence or occupation to their lawful successors in title.

Right of Appeal. - The Bill as passed also provides that if an application for a certificate which is necessary for the grant of a licence is refused, it may be preferred to the District Magistrate who would be competent to hear evidence and pass orders regarding the cost of appeal.

Though some of the clauses which, from the point of view of Asiatics, have been held highly objectionable have been either thus withdrawn or modified, Non-official opinion among Indians both in India as well as in South Africa, is opposed to the Bill as a

whole. "Indian Opinion", South Africa, of 29-4-32 commented in the following terms on the Bill:-

"There are two ways open to the Transvaal Indians. The one is to accept the Tenure Bill and suffer humiliation and insults; the other one is to stand as one man and take up the passive resistance movement against the bill and fight for the rights. No nation can achieve political rights without sacrifice and suffering."

(The Hindu, 2-6-32).

Repatriated South African Indians;

Madras Government's Plans to find Employment.

In connection with the scheme of dealing with emigrants returning to the Madras Presidency from South Africa, the Government of Madras have undertaken to see that, on arrival in India, such emigrants are helped as far as possible to settle in occupations to which they are best suited by their aptitude and resources. In pursuance of this undertaking a special officer has been appointed to assist emigrants in securing suitable employment. A suggestion has been made to the Government that local bodies in the Presidency will be in a position to render substantial assistance in this direction. The Government have, therefore, asked all the presidents of the local boards and chairmen of municipalities to co-operate with them in the matter of giving preferential treatment to repatriated Indians.

(The Statesman, 24-6-32).