

INTERNATIONAL LABOUR OFFICE

INDIAN PARCH

Report for February 1935.

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

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References to the I.L.O.

The Hindu of 1-2-1935, the Statesman, the Hindustan Times, the Times of India and the Amrita Bazar Patrika of 2-2-1935, the Leader of 3-2-35 and the Indian Labour Journal, Nagpur, of 10-2-35 publish a Reuter's message from Geneva dated 31-1-1935 on the decision of the Governing Body of the I.L.O. at a private sitting as to the <sup>new</sup> ranking of <sup>the</sup> eight States of industrial importance necessitated by the recent entry of the U.S.A. and the U.S.S.R. into the I.L.O. The message also states that Canada voted against this decision.

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"Commerce and Industry", Delhi, dated 12-2-1935, the Statesman of 20-2-35, the Guardian, Madras, of 21-2-1935, the Indian Social Reformer, Poona, of 23-2-35, <sup>and</sup> the Indian Labour Journal, Nagpur, dated 24-2-35, publish a communique issued by this Office on the new ranking of the eight States of Industrial importance as announced by the Governing Body at its last session.

\* \* \*

"United India and Indian States", Delhi, dated 16-2-35 commenting editorially on the communique states that though India will have "a powerful voice in the inner counsels of the I.L.O. and in the direction of ~~its~~ administrative machinery and policy", Indian members in the Governing Body have done nothing as yet towards increasing the ~~xxx~~ number of Indians on the staff of the Office. It complains that Indian representation on the Staff is very poor and continues:-

"Not only is the number of Indians on the staff very few

but none of the handful working in the office has so far been elevated to a responsible post, as the Chief of a Section for example. Wisdom and ability are not the sole monopoly of European nations and one wonders whether the international outlook about which we hear so much has at least permeated the minds of the authorities who directly control the League and the I.L.O. machineries."

\* \* \*

The Leader of 9-2-35 commenting on the new list of eight States of chief industrial importance says; "It is not difficult to understand the reason why India, which has been denied a seat in the Council of the League of Nations should be given such a high position in the Labour Office, a position which has not been given to any of the self-governing dominions even. The western nations feel that the low standard of living of the Indian labourer is a menace to European industry and they cannot afford to ignore the existence of India in their discussions relating to the uplift of the labouring classes. With regard to the composition of the League Council, however, the more powerful nations are interested in utilising the League organisations for their own imperialist purposes, and how will it suit their purpose to allow a subject nation like India to acquire a status of equality with them?"

\* \* \*

The Hindu of 2-2-35, the Statesman, the Hindustan Times the Amrita Bazar Patrika and the National Call of 3-2-35, the Leader and Times of India of 4-2-35 and the Indian Labour Journal, Nagpur, of 10-2-35 publish a Reuter's message from Geneva dated 2-2-35 on the decision of the Governing Body on the complaint preferred by Mr. Jamnadas Mehta regarding the unsatisfactory nature of the application of the I.L.O. Draft Convention on Hours of Work in

Industry to Indian railways. The message also stated that Mr. Mehta was satisfied with the decision.

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The Hindustan Times of 7-2-35 comments editorially on Mr. Jamnadas Mehta's statement regarding the above decision of the Governing Body that the workers in India could be sure that the moral pressure exerted by the Governing Body's resolution would have the effect of expediting observance of the Convention on all railways in the near future. The note says: "When Mr. Mehta preferred the complaint, he was not as optimistic of the 'moral pressure' of Geneva resolutions modifying the behaviour of bureaucracy in India. At the Railway Conference, though quite a number of insignificant questions were discussed in detail this question of the Hours of work Convention was overlooked. Perhaps Mr. Mehta has developed a greater sense of "responsibility" as officialdom will call it, meaning that he is less prone to criticise. Such things have happened in the case of those who have journeyed to Europe. Many an Indian "hot-head" is sent abroad for cooling."

\* \* \*

The Indian Labour Journal, Nagpur, dated 24-2-35 publishes a communication from Geneva received by air-mail (source and date of communication are not indicated) giving a lengthy summary of the complaint of Mr. Jamnadas Mehta regarding the irregularities in the application of the Hours of Employment Convention on Indian railways and the decision on the question arrived at by the Governing Body at its January 1935 session.

\* \* \*

The Hindu of 13-2-35 publishes a letter dated 2-2-35 from its Geneva correspondent in the course of which the decisions of the last session of the Governing Body are summarised.

\* \* \*

The Hindustan Times and the Hindu of 12-2-35 and the Amrita Bazar Patrika of 13-2-35 publish a United Press of India message dated 11-2-35 from Bombay to the effect that Mr. Jamnadas Mehta, while at Geneva, was subjected to a domiciliary search by the Geneva police and that the I.L.O. has protested vigorously against the search.

\* \* \*

The January 1935 issue of the Indian Post, Delhi, and the January 1935 issue of "Labour", Calcutta, publish a communique issued by this Office on 22-1-1935 on Hours of Work in postal, telegraph and telephone undertakings.

\* \* \*

Federated India, Madras, dated 30-1-1935 publishes a communique issued by this Office on 14-1-1935 reviewing the work of the I.L.O. during 1934.

(For a list of other papers which published the communique vide page 4 of the January 1935 report).

The February 1935 issue of the Insurance and Finance Review, Calcutta, publishes an editorial note based on the communique.

\* \* \*

Federated India, Madras, of 30-1-1935 publishes the note on the 19th I.L.Conference published in the October-November 1934 issue of the I.L.O. Monthly Summary.

\* \* \*

Whitley Commission's Report: Government's Third Report  
on Action taken up to December 1934.

The Government of India has recently published a third Report showing the action taken by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India (A copy of this Report was forwarded to Geneva with our minute D.1/602/35 dated 28-2-1935). The following summary of the Report is taken from a communique issued by the Government of India on 24-2-35:-

Hours of Work in Factories.- One important recommendation submitted by the Whitley Commission which was implemented by the Government of India was that the statutory intervals in hours of work in factories should ordinarily amount to not less than an hour in the aggregate. Employers should be at liberty to distribute this hour in such periods as they think best after consultation with the operatives and subject to the sanction of the Chief Inspector of Factories. The Government of India observe in this connection that the employers, however, are not permitted to split up the intervals into periods of less than half an hour as there appeared to be little demand for such a refinement and it would have added appreciably to difficulties of administration.

Payment of Wages in Mines.- As regards mines, the Whitley Commission recommended that managements should arrange for wages not to be paid on a rest day; failing such arrangement Government should prohibit the practice. This recommendation was brought to the notice of managements of mines through the local Governments concerned and from enquiries made it appears that the practice of paying wages on the rest day has been discontinued by a large majority of colliery owners. Legislation, on the subject, it is observed, does not, therefore, seem called for.

Safety Regulations for Transport Services and Docks. - As regards the recommendation of the Royal Commission on Labour relating to transport services, and public <sup>and docks</sup> works, in respect of framing of safety regulations, ~~for docks~~, the Central Government have implemented it. The Indian Dock Labourers' Act, 1934, which received the Governor-General's assent on August 19, 1934, and will come into force on a day to be notified later, gives effect to the "Draft Convention concerning the protection against accidents of workers employed in loading and unloading ships" (revised 1932) adopted at the 16th session of the International Labour Conference held in April 1932 and will enable the Government of India to

The Financial News, Bombay, dated 2-2-35 publishes the summary of a communique issued by this Office on 2-2-35 on the world unemployment situation during the third quarter of 1934.

\* \* \*

The Indian Labour Journal, Nagpur, dated 3-2-35 publishes a short note to the effect that the International Federation of Trade Unions has prepared a petition of the unemployed youth of the world addressed to the 19th I.L.Conference in order to arouse public opinion throughout the world.

\* \* \*

The Hindu of 29-1-1935, the January 1935 issue of the Indian Textile Journal, Bombay, the Times of India of 7-2-35 and the Financial News, Bombay, dated 16-2-35 publish a communique issued by this Office on 22-1-1935 on the regulation of hours of work in cotton and wool textile industries.

(For a list of other papers which published the communique vide page 5 of our January 1935 report).

\* \* \*

The Indian Labour Journal, Nagpur, dated 10-2-35 publishes a short editorial note under the caption: "Trade Union Movement and Terrorism". The note deals with the setting up of a Committee of Experts by the Council of the League of Nations to draft an International Convention for the suppression of terrorism. The Labour Journal suggests that the I.L.O. should take this opportunity to study the extent to which laws meant for the suppression of political and terrorist activities have been used against trade union activities in capitalistic countries and the effect of such



action on trade unions and should urge inclusion, in the proposed International Convention, of provisions to prevent the application of such laws against trade union activities in any country. It says: "India will be able to furnish sufficient materials on this aspect of the enquiry which will considerably help the I.L.O. to establish an International Convention. We hope the International Labour Office will move in the matter immediately."

\* \* \*

Federated India, Madras, dated 30-1-1935 publishes the note entitled: "The Origins of the International Labour Organisation" published in the October-November 1934 issue of the I.L.O. Monthly Summary.

\* \* \*

The Hindustan Times of 1-2-35 publishes an editorial article under the caption "Japan's Example" reviewing M.Fernand Maurette's Report: Social Aspects of Industrial Development in Japan.

(A copy of the Report was forwarded to the paper for review by this Office).

\* \* \*

The Financial News, Bombay, of 9-2-35 and "Forward", Calcutta, of 4-2-35 publish appreciative reviews of ~~the~~ M.Fernand Maurette's report: "Social Aspects of Industrial Development in Japan."

(Copies of the report were forwarded to these papers for review by this Office).

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The January 1935 issue of the Labour Gazette, Bombay, publishes

at pages 383-385 a long review of M.Fernand Maurette's Report:  
"Social Aspects of Industrial Developments in Japan."

\* \* \*

The Times of India of 8-2-35 publishes an editorial note under the caption:"Report on America" reviewing favourably the I.L.O. publication:"Social and Economic Reconstruction in the United States". The note points out: "While the International Labour Office, like the League of Nations may not produce such luscious fruit as its sponsors expected, it does at least maintain a steady flow of useful information about economic issues."

\* \* \*

The Leader of 8-2-35 publishes a long editorial article under the heading "The New Deal" reviewing appreciatively the I.L.O. publication: "Social and Economic Reconstruction in the United States."

\* \* \*

The Hindustan Times of 11-2-35 publishes a long and appreciative review of the I.L.O. publication:"Social and Economic Reconstruction in the United States."

\* \* \*

The Hindu of 11-2-35 publishes a Geneva communication dated 7-1-35 reviewing at length the publication:"Enquiry on National Public Works" issued by the Communications and Transit Organisations of the League of Nations.

The Financial News, Bombay, of 16-2-35 also publishes a review of the above book.

\* \* \*

The December 1934 - January 1935 combined issue of "Zuberi", an Urdu monthly issued from Delhi, publishes a long review of the Urdu pamphlet "Geneva and the Indian Worker" issued by this Office.

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Federated India, Madras, dated 20-2-35 publishes a long review of the article: "Child Labour in India" contributed by Dr. R.K.Das and published in the issues of the International Labour Review for December 1933 and January 1934.

\* \* \*

The Statesman dated 23 and 25-2-35 publishes a long article in two instalments under the caption: "A World Labour Code: The Work of the I.L.O." The name of the contributor is not published. The article deals with the activities of the I.L.O. during the last fifteen years.

\* \* \*

The Statesman of 19-2-35 publishes an editorial article under the caption: "The Ghost walks." The article deals with the failure of the Disarmament Conference and in a general way directs attention to the difficulty of obtaining correct information as to whether international Conventions have been actually observed in the spirit in which they were conceived by countries which have signified their assent to these Conventions. In this context reference is made to the ratification en bloc by Cuba of several I.L.Conventions even while the Republic was in the throes of a revolution.

\* \* \*

The Statesman of 16-2-35 publishes an editorial article under the caption: "Politics in Main Street" on the recent refusal of the U.S. Senate to sanction the country's adhesion to the Hague Tribunal. In the course of the article surprise is expressed at the sanction accorded by the Senate to the U.S.A. joining the I.L.O. while refusing sanction to her adhesion to the Hague Court.

\* \* \*

The National Call of 3-2-35 reproduces from the Bombay Chronicle an editorial note on the debate in the Legislative Assembly on the Indian Mines Act (Amendment) Bill, 1935. In the note attention is directed to "Mr. Clow's authoritative opinion that the International Convention on hours of under-ground work was primarily meant for Europe". The article holds that the plea that the Convention is not meant for application in India is unacceptable to India.

\* \* \*

The Indian Labour Journal, Nagpur, of 3-2-35 publishes the text of Mr. V.V. Giri's speech in the Legislative Assembly on 28-1-1935 during the debate on the Indian Mines Act (Amendment) Bill. In the course of his speech he made a plea for bringing down the level of hours of work in mines to the level set up in the I.L.O. Draft Convention on hours of work in coal mines.

Commenting editorially on the Bill, in the same issue, the Journal directs attention to the *i*nappropriateness of India, a member of the I.L.O., which is accorded recognition as one of the eight States of chief industrial importance ~~of the I.L.O.~~, being

reluctant to fix hours in conformity with the standards set up by I.L.C. Conventions.

\* \* \*

The Servant of India of 7-2-35 publishes a short editorial note on the Mines Act (Amending) Bill in which attention is drawn to the plea of messrs. V.V.Giri and N.M.Joshi for ratification of the I.L.Convention on hours of work in coal mines.

\* \* \*

The Hindustan Times and the National Call of 10-2-35, the Hindu of 11-2-35, the Times of India of 12-2-35, the Statesman and the Amrita Bazar Patrika of 13-2-1935 and other papers publish the text of two resolutions recommending non-ratification by India of the Draft Conventions and Recommendations re. unemployment insurance and hours of work in glass works, (adopted by the 18th session of the I.L.Conference) scheduled to be moved in the Legislative Assembly on 13-2-35. Certain amendments to the resolutions are also published along with the resolutions.

(For text of the resolutions vide page 16 of our January 1935 report).

\* \* \*

The Hindustan Times of 12-2-35 publishes a news item to the effect that Mr. N.G.Ranga, M.L.A. has given notice of an amendment to the resolution regarding unemployment insurance, referred to above, suggesting that a committee of the Central Legislature should be appointed to deal with the problem of unemployment.

The Amrita Bazar Patrika dated 13-2-35 and the Hindu dated

11-2-35 publish the text of certain other amendments to the resolutions.

\* \* \*

The Hindustan Times, the Statesman, the National Call and the Hindu of 14-2-35, and the Leader and the Times of India of 15-2-35 publish a long summary of the debates in the Legislative Assembly on 13-2-35 on the two government resolutions recommending non-ratification of the Draft Conventions and Recommendations re. hours of work in automatic glass sheet works and unemployment insurance. The debate on the latter resolution was not finished when the House rose for the day. (Details regarding the debate on the Resolutions are given in the section of this report: "Ratifications".)

The Indian Labour Journal, Nagpur, dated 24-2-35 publishes the full text of Mr. V.V.Giri's speech on the resolution regarding unemployment insurance.

\* \* \*

The debate on the resolution re. unemployment insurance was continued on 21-2-35 and an <sup>long</sup> ~~elaborate~~ summary of the debate on that day was published in the Hindustan Times, the Statesman, the National Call, and the Hindu of 22-2-35, the Times of India and the Amrita Bazar Patrika of 23-2-35 and the Leader of 23 and 24-2-35.

\* \* \*

The Leader of 16-2-35 publishes an editorial article on the sheet glass industry of India in the course of which reference is made to the resolution in the Legislative Assembly recommending

non-ratification of the Draft Convention regarding hours of work in automatic sheet glass works.

\* \* \*

The Hindustan Times of ~~16~~ 16-2-35 comments editorially on the debate in the Legislative Assembly on the resolution recommending non-ratification of the Draft Convention and Recommendations regarding unemployment insurance. The note says that the Government's hostile attitude towards this Draft Convention exposed the hollowness of <sup>its</sup> professed deep concern for the masses. It is also declared that the Government of India has evinced no particular sympathy either for the formation or working of trade unions in India. It says:-

"Indian Trade Unions, where they exist, have been just tolerated and at every opportunity their progress has been thwarted by opposition in one shape or another, their leaders stigmatised as being politicians not genuinely interested in the labour movement and the simple demands of the workers turned down at the virtual behest of employers. Sir Frank Noyce's pompous announcement that the position of Indian industrial workers had considerably improved as the result of what the government had done, is not likely to make anyone believe that the Indian worker is living in a paradise and that he is unaware of it."

The same issue of the Hindustan Times, in commenting on the Beveridge Committee's report on agricultural unemployment in Great Britain, remarks:

"We commend to the attention of Sir F. Noyce and the Government the Beveridge Committee's report as a reminder that what the Government of India lacks is genuine sympathy for the agricultural workers. The country's finances admit of a huge standing army and a top-heavy administration, while it does not allow of the ratification of International Labour Conventions and the translating of them into practice".

The Indian Labour Journal, Nagpur, dated 17-2-35, commenting on the two resolutions says that one need not be surprised at

the government attitude towards these I.L. Conventions since the Government of India is more pro-capitalist than the British Government. In support of this, a comparison of the number of I.L. Conventions ratified by India and by Great Britain is suggested. The article points out that Messrs. Joshi and Giri pleaded for ratification of the Conventions and maintains that the government arguments for non-ratification of these Conventions are not acceptable.

\* \* \*

The Statesman of 17-2-35 commenting editorially on the Assembly debates says: "The persistence with which Mr. Joshi, Mr. Giri and a few other champions of labour continue to press for the adoption in India of any and every Convention of the International Labour Conference is worthy of a better cause". It says that any system of unemployment insurance for India is impossible.

The Amrita Bazar Patrika dated 17-2-35 commenting on the Government argument that any system of unemployment insurance is impracticable in India says that it is impracticable "because human life has little or no value in India and Indian humanity is not organised to make matters hot for the ruling authorities when they have to face starvation."

\* \* \*

The Hindu of 22-2-35 commenting editorially on the debate welcomed the adoption by the Assembly of Mr. Joshi's amendment recommending that the Government should take such steps, legislative and otherwise, as would lead to the ratification of the Draft Convention on unemployment insurance. The note says that though



the difficulties of adopting a country-wide scheme are great, the subject should receive careful consideration and attempts should be made early to tackle the problem.

The Times of India of 23-2-35 publishes an editorial note on the debate under the heading: "False Analogies". The note points out that there is danger in advocating indiscriminately that all I.L. Conventions should be ratified by India, since conditions in India are quite different from conditions elsewhere. The note summarises the various difficulties in the way of India adopting a country-wide scheme of unemployment insurance.

The Amrita Bazar Patrika dated 24-2-35 commenting editorially on the debate declares that if there is one problem in regard to which the government in this country has done the least, it is the problem of unemployment. The reason according to that paper, is that the problem is so intricate and of such proportions that the government is fighting shy of it. Otherwise they would not have hesitated to accept Mr. Joshi's amendment which is characterised as "of a milk and water variety"; The article declared that Government's attitude in the matter is very callous.

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The Hindu of 15-2-35, the Hindustan Times and the National Call of 17-2-35 and the Leader and the Times of India of 18-2-35 publish a message dated 15-2-35 from Madras to the effect that Mrs. Subbaroyan has been invited by the League of Nations to represent India <sup>at</sup> the Geneva Conference re. welfare of women and children.

\* \* \*

At the 25th Annual Conference of the Madras Tamil Nadu Agricultural Field Labour Class Society held on 18-6-34 a resolution was passed hoping that the "18th I.L.Conference will sympathetically consider the 29 points set forth in the appeal dated 19th may 1934 of agricultural labour to the International Labour Conference of Geneva."

(A copy of the resolution was forwarded to this Office on 30-1-1935).

\* \* \*

The annual Report of the Employers' Federation of Southern India publish a short note on the 18th I.L.Conference. The note, among other subjects, directs attention to the complaint of Seth Kasturbhai Lalbhai, Indian employers' delegate to the Conference, that he was severely handicapped <sup>from</sup> ~~in~~ taking <sup>full</sup> part in the activities of the Conference by want of advisers. The Employers' Federation of Southern India endorses Mr. Lalbhai's views and have advised the Employers' Federation of India, Bombay, to bring pressure on the Government to appoint the full complement of advisers in future. It is also noted that Mr. Husseinbhoj Laljee has been recommended for nomination as employers' delegate to the 19th I.L.Conference.

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The January 1935 issue of the Labour Gazette, Bombay, reproduces the note on the working of the Hours of Employment Regulations in Indian Railways during 1933-34, published in the November 1934 issue of the International Labour Review.

\* \* \*

The following messages having references to the I.L.O. emanating from Reuter or other European news agencies were published in the Indian press during February 1935:-

1. A Reuter's message dated 31-1-1935 from Geneva regarding the new ranking of the eight States of chief industrial importance as decided by the last session of the Governing Body (vide enclosures Nos.8-13 of our Minute H.4/396/35 dated 7-2-35).

2. A Reuter's message from Geneva dated 2-2-35 announcing the decision of the Governing Body on the complaint preferred by Mr. Jamnadas Mehta regarding certain irregularities in the application of the Hours of Work Convention on Indian railways.(vide enclosures Nos. 14-20 of our Minute H.4/396/35 dated 7-2-35).

3. A ~~summary~~ letter from the Geneva correspondent of the Hindu, Madras, dated 2-2-35 in the course of which the decisions of the last session of the Governing Body are summarised.

4. A communication from Geneva to the Indian Labour Journal, Nagpur, (source and date of communication are not indicated) giving a summary of the complaint of Mr. Jamnadas Mehta on certain irregularities in the application of the Hours of Employment Convention on Indian railways and the decision of the Governing Body thereon.

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carry out their decision to ratify the convention. The Act enables the Government of India to frame safety regulations and to require the reporting of accidents. The Act will be enforced by Inspectors appointed by Local Governments.

Workmen's Compensation for Seamen.- On the question of Workmen's compensation, it was one of the recommendations that the possibilities of giving <sup>compensation to</sup> Indian Seamen whilst serving on ships registered outside India should be further explored by the Government of India and the Home Office. Further, special attention should be given to the possibility of extending the Act to Indian seamen whilst serving on all ships within India's territorial waters and on British ships engaged in the coastal trade of India. The proposal, the Central Government contend, will involve an amendment of the Indian Merchant Shipping Act, 1923, and the Government of India have decided to defer consideration pending the reform of the constitution. Indian seamen whilst serving on ships ~~whilst~~ within India's territorial waters have, however, acquired the right to compensation as a result of the amendments made by the Indian Workmen's Compensation (Amendment) Act, 1933.

Trade Unions and Co-operation.- The Government of India have rejected the submission of the Whitley Commission that a registered trade union should not be precluded from initiating and conducting co-operative credit or supply societies. The ground for the rejection by the Government of India was that in their opinion it would not be practicable for a single body corporate to be at one and the same time a trade union registered under the Indian Trade Unions Act and also a Co-operative Society registered under the Co-operative Societies Act and they do not consider that a trade union as such ~~is~~ is likely to be a satisfactory agency for conducting co-operative activities. At the same time, there is nothing in the existing law to prevent some or all of the members of a trade union from forming themselves into a co-operative society with a separate constitution. In the circumstances, the Government of India have decided to take no action on the recommendation.

Conference of Chief Inspectors of Factories. - Prompt note was taken of the recommendation of the Commission that Conference of Chief Inspectors of Factories from all provinces should be held biennially under the auspices of the Central Government.

Sanitary Arrangements in Coal Mines. - As regards the Commission's advice that the sanitary conditions underground in coal mines called for improvement and certain practical suggestions thereto, the Central Government observe that in view of the prevailing depression, it would be difficult to implement this recommendation in full. The Local Governments concerned have been reminded of the importance of the matter and it has been suggested to them that a beginning might be made as soon as possible with

~~xxx~~ the compulsory provision of sanitary arrangements at the surface at every coal mine at which the resident labour force exceeds, say 50 persons. Simple measures of this kind should facilitate the extension of improved arrangements to the underground workings.

Racial Discrimination in Railways.- The Railway Board have accepted the principle enunciated by the Whitley Commission that there should be no racial discrimination and that communal discrimination ~~and that communal discrimination~~ should be eliminated in future recruitment apart from any reservation of first appointments made under the orders of the Government of India to secure suitable representation of minority communities. No such reservation applies in respect of promotions. The Railway Board, on the other hand, have rejected the recommendation that on completion of one year's continuous service all employees of railways should be eligible to join a provident fund, membership being optional for those drawing under Rs. 20 <sup>and</sup> compulsory for those drawing Rs. 20 or over per mensem. The Railway Board estimate that this recommendation if applied to all railways would involve additional annual expenditure of not less than ~~half~~ 5 millions and in present economic conditions its ~~an~~ acceptance is impossible.

Railway Employees and Washington & Geneva Conventions.- It was accepted by the Railway Board that special efforts should be made to put into operation as soon as possible the regulations devised to give effect to the Washington and Geneva Conventions in the case of railway employees. This is the accepted policy of Government, but while the regulations have been given statutory effect on the State-managed Railways in India, the progress in giving statutory effect to them on other railways has been unfortunately interrupted by the present financial stringency. These railways have been advised to give effect to the regulations as far as may be possible without incurring extra cost. As regards the Commission's recommendation that the Railway Board should reconsider the practicability of reducing the hours of intermittent workers and of giving days of absence at reasonable intervals where weekly rest days cannot be given, the Railway Board, while accepting it, consider that the first step that should be taken, as soon as funds permit, is to extend the application of the Hours of Employment Regulations to the railways to which they have not yet been applied. Thereafter, the question of reducing the hours of work, generally, for intermittent workers will be examined comprehensively. Meanwhile, Agents will be instructed to reduce hours of work and provide suitable periods of rest in individual cases where humanitarian considerations require such a course.

Co-operative Credit Societies for Railway Employees.- The Railway Board have responded to the recommendation of the Whitley Commission by forming on all Class I State-managed and Company-managed Railways Co-operative Credit Societies. A lower paid staff loan fund has been instituted on the E.I. and N.W. Railways.

Enforcement of Food Adulteration Act. - One of the recommendations which was accepted and translated in practice almost in its ~~entire~~ was the enforcement of the Adulteration of Foods Act in all provinces.

Grant of Maternity Benefits.- Maternity benefit legislation, which was advocated by the Whitley Commission, has been implemented in some of the provinces. Maternity Benefit Acts have already been passed by Bombay, the Central Provinces and Madras. In the United Provinces a draft bill on the lines recommended has been prepared and circulated to Chambers of Commerce for opinion, while in Punjab and Delhi the matter is still under consideration. Bihar and Orissa have not yet taken ~~it~~ up the question. In Bengal the schemes of maternity benefit operating in Bombay and the Central Provinces have been examined and a Bill on the lines of these Acts has been prepared by the local Government. In view of the revision of the Indian Factories Act, and also because of the present industrial position in this Presidency, further consideration of the Bill has been held in abeyance for the present. In Assam most tea concerns already voluntarily give substantial maternity benefits. Provincial Legislation <sup>has</sup> is not proposed at present.

Double Employment of Children. - The Royal Commission on Labour recommended that special and continuous attention should be given by the Government of Bengal and its officers to the evil arising out of the double employment of children. Accordingly, the Government of Bengal have been and are giving ~~and~~ continuous attention to the evil arising out of the double employment of children. With the abandonment of the multiple shift system of working of the Jute mills and the big decline in the numbers of <sup>the</sup> ~~of~~ children employed, the evil can now be only of very small dimensions. So far as the Government of Bengal are aware there is no double employment in factories ~~other~~ than jute mills.

Child Welfare.- The Whitley Commission emphasised that in the larger industrial areas, Government, local authorities and industrial managements should co-operate in the development of child welfare centres and women's clinics. Government should give percentage grants for approved schemes. In Madras the Government are prepared, if and when funds permit, to make one-third grants for approved anti-malarial schemes and half grants for the construction of buildings for maternity and child welfare centres. In the present state of provincial finances it is unlikely that any grant will be made for the works in the near future. In Bombay, the Government are already assisting organisations carrying on work in connection with child welfare centres and women's clinics. They have promised to consider any schemes for the extension of the activities of such organisations which

may be submitted to them in the light of the financial position. In Cawnpore (U.P) where there is the largest aggregation of labour in the province, industrial managements contribute towards the maintenance of maternity and child welfare centres. Punjab and Central Provinces also have implemented the Commission's recommendation.

Labour Representation in Local Self-Governing Bodies.- As regards Labour and Constitution, the Commission made an important recommendation to this effect: "Where there is a substantial industrial population ~~it~~ it should receive, by means of a franchise or in some other way, the power to exercise an adequate influence over the policy of local self-governing bodies." In the following paragraphs the action taken in the different provinces is briefly indicated:-

Bombay.- Bombay is an instance where the recommendation has ~~been~~ ~~had~~ ~~already~~ given effect to ~~it~~ already. The constitution of the Bombay Municipal Corporation provides for four labour representatives elected by an electoral college of delegates appointed by the various trade unions in the City. This representation appears to be adequate, especially as capitalist interests represented by the Bombay Chamber of Commerce, the Indian Merchants' Chamber and the Bombay Millowners' Association are provided with only three seats in the Corporation. In addition to the above representation, under the present ten rupee franchise, a large portion of the industrial population of the city is already enfranchised and is in a position to, and does, return members who may be described as Labour representatives. The reduction of the franchise for the Legislative Councils foreshadowed in the Franchise Committee's report is bound to result in a corresponding reduction of the Municipal franchise, and would give to labour in the City a very adequate influence over the policy of the municipality. For Karachi the new Act provides for one special seat for Labour by nomination and another by election by registered trade unions; the latter seat is restricted to ordinary members of trade unions. The franchise is also only Rs.5 which will enfranchise a large body of persons including industrial workers. The only other industrial area is Ahmedabad. As regards this and other municipal areas, action will be taken after the Reforms when the Municipal Acts will have to be amended.

The United Provinces.- In U.P. recognised Chambers of Commerce and Trade Unions have already been given special representation in the Allahabad, Cawnpore and Hapur municipalities; it is, therefore, considered unnecessary to take any further action in this direction.

Bihar and Orissa.- Bihar and Orissa rejected the recommendation. No special representation of industrial labour on municipalities in this province would be justified. Jamshedpur is a separate problem, and has been dealt with separately. Elsewhere labour population in towns are negligible.

Central Provinces.- So far as <sup>the</sup> Central Provinces are concerned

it is said that no separate concessions for industrial classes appear to be necessary. Government's power of nomination could ~~also~~ be used wherever any important industrial labour element remains unrepresented.

Assam. - In Assam, under the White Paper proposals, labour will have four seats. The Government is prepared to recast the Assam Local Self-Government Act and the rules thereunder after the new Constitution Act is passed so as to confer on the industrial population the power to exercise an adequate influence over the policy of self-governing bodies.

Delhi. - Delhi has accepted the recommendation in principle.

(The Hindustan Times, 25-2-1935)←



Ratifications.

India and Draft Convention and Recommendation re. E

Unemployment Insurance and Various Forms of

Relief for the Unemployed; Inconclusive Debate

In Legislative Assembly. +

Reference was made at page 16 of our January 1935 report to the resolution tabled by Sir Frank Noyce, Member in Charge of the Industries and Labour Department of the Government of India, to be moved in the Legislative Assembly recommending <sup>non-ratification of the Draft Convention & Recommendation</sup> re. unemployment insurance adopted at the 18th session of the I.L. Conference. The following is a brief summary of the debate <sup>on the resolution</sup> in the Legislative Assembly on 13-2-1935 and 21-2-35. Sir Frank Noyce's resolution was to the effect that:

"This Assembly, having considered the Draft Convention ensuring benefit or allowances to the involuntarily unemployed, and the Recommendation concerning unemployment insurance and various forms of relief for the unemployed, adopted by the International Labour Conference at its Eighteenth Session, recommends to the Governor General in Council that he do not ratify the Draft Convention, nor accept the Recommendation."

In moving the resolution Sir Frank Noyce said that any proposal to introduce <sup>an</sup> unemployment insurance scheme was impracticable in India. The question of unemployment insurance had been thoroughly investigated by the Whitley Commission which had come to the conclusion that it would not be feasible. In England it had been initiated by trade unions so that when the Government legislated in the matter, they had a solid foundation for the scheme. As regards relief works recommended in the convention, the Government of India believed in starting temporary relief works which did not satisfy the provisions of the convention. In India the problem

of unemployment of the industrial worker (apart from the agricultural and middle class worker) was not so serious as to justify acceptance of the convention. The mere fact that the Government were not ratifying the convention should not be understood to mean that they were doing nothing to deal with the problem. As a result of what the Government had done the position of <sup>labour in</sup> Indian industries had gradually improved.

Mr.N.M.Joshi's Amendment.- Mr. Joshi moved an amendment to the effect that after consideration of the convention "such steps, legislative and otherwise, might be taken for relief of unemployment as would lead to <sup>the</sup> ratification of the draft convention and acceptance of the recommendation as soon as was practicable." He acknowledged the great amount of good done in India by the International Labour Office and stressed the necessity of the Government of India co-operating with that Office. He was not quite satisfied with what the Government was doing to reduce unemployment. Unemployment among agricultural middle class and industrial workers was interdependent. Therefore, it was wrong to tackle industrial unemployment only. The Government of India should make a small beginning somewhere for unemployment insurance, say, in respect of railways, Government factories or other works. The Government could also initiate in every city and town schemes of slum clearance. The continuance of unemployment had a bad economic effect on the country and a bad moral effect on the workers.

Mr. V.V.Giri. - Mr. Giri, supporting the amendment, outlined various methods for reducing unemployment.

The Debate on the Resolution was resumed on 21-2-1935.

Sir Cowasji Jehangir.- Sir Cowasji Jehangir said that the speakers did not seem to realize the dangers involved in ratifying the Draft Convention. The Convention was prepared for a highly industrialized country and not for an agricultural country like India. Mr. Joshi's speech was acceptable in that it suggested <sup>so far as</sup> that a small beginning <sup>in unemployment insurance</sup> be made with the labour employed in railways and Government factories, but Mr. Joshi's amendment was wide and committed the House to measures leading to ratification. The real class deserving support was the poor middle class and he hoped that when the Budget was presented the House would put up the taxable minimum to Rs. 2,000.

Mr. Hockenull. - Mr. Hockenull said that whatever be the constitution of the Government of India, ~~Indian~~ no Indian Government at the present time could accept the convention. The Government had no funds to contribute to such insurance, industry had no surplus to do it and labourers would not voluntarily join the scheme, as was proved by their indifference even to provident fund benefits on a voluntary basis. It seemed to him that the solution for industrial unemployment lay primarily in the direction of self-help and re-organization within the industry itself. Every scheme which helped the economic recovery would relieve unemployment.

Mr. A.G.Clow.- Mr. A.G.Clow (Joint Secretary, Department of Industries and Labour) asked whether a system of compulsory insurance would be welcomed by labourers themselves. (Mr. Ranga: "Yes". Mr. Clow: "I question it very sincerely"). ~~Mr. Clow said that during the last five years there had been a diminution of about 2 1/2 per cent annually in the number of employed, but as against that, for every man thrown out of employment there had been ten vacancies.~~ He said in normal times the people had been able to get continuous employment and even in the last few years, which had been the worst ever known, the workers unemployed for any substantial period had been extremely small. He ventured to say that no other country except possibly Japan showed such results. Besides, the question of the administrative difficulties of working an insurance system, the speaker was sure that the ordinary workman in this country would resent any weekly or monthly deductions for the benefit of a limited class in which the worker did not expect to find himself. In other countries labour itself had started such schemes and there was no sign of that in India. When they asked the Government to start the scheme in its factories they ~~should~~ remember that the cost would fall on the taxpayers. Did they think the agriculturist was so wealthy as to bear the burden with a view to relieve unemployment among the workers in cities? Mr. Clow, continuing, observed that the Whitley Commission had found no basis for insurance. He suggested that the resources of this country were seriously limited and would be better employed for measures of prevention rather than cure. The Government had taken steps to stimulate employment, which was a sounder method than proceeding on the western model.

Sir Frank Noyce.- Sir Frank Noyce replying to the debate, said that unemployment was bad, but that was not the question before the House. They had to decide whether India could afford to carry out the recommendations of the Convention. He emphasised that India was not ripe for a system of unemployment insurance because it was too expensive. Moreover, under the new constitution unemployment would become a provincial subject and it would be wrong for him to accept the resolution.

Mr. Joshi's Amendment Carried.- Mr. Joshi's amendment to the effect that the Assembly, having considered the draft convention, "such steps, legislative and otherwise, be taken for the relief of unemployment as would lead to the ratification of the draft convention and the acceptance of the recommendation as soon as practicable," was put to the vote and resulted in a tie of 52 votes on either side. The President gave his casting vote in ~~xx~~ favour of Mr. Joshi's amendment.

Amended Resolution Defeated.- The ~~amendment~~ amended resolution was then put to the vote. The result was that the Government got 54 votes against the Opposition's 53, <sup>and thus</sup> ~~and~~ defeated the amended resolution.

(The Statesman, 14 & 22-2-1935). +

*(For fuller details, vide the Legislative Assembly Debates of 13 & 21-2-1935).*

India and Convention re. Regulation of Hours of Work

in Automatic Sheet-Glass Works: Consideration Postponed. +

Reference was made at page 16 of our January 1935 report to the ~~xxx~~ motion tabled by Sir Frank Noyce, Member in Charge of the Industries and Labour Department of the Government of India, to be moved in the Legislative Assembly recommending non-ratification of the Draft Convention for the regulation of hours of work in automatic sheet-glass works. Sir Frank Noyce moved the following

resolution in the Legislative Assembly on 13-2-35:-

"This Assembly, having considered the Draft Convention for the regulation of hours of work in Automatic Sheet-glass Works adopted at the Eighteenth Session of the International Labour Conference, recommends to the Governor General in Council that he do not ratify the Draft Convention."

In support of the Resolution, Sir Frank said that the object of the Convention was to fix 42 hours per week in sheet-glass factories. There was only one factory in India, which was situated in the United Provinces and there was no immediate prospect of more factories starting in India. It was doubtful whether it was desirable to legislate for one factory and to reduce its work from 56 to 42 hours weekly. Moreover, glass-making, instead of being arduous, had become easier. There was no adequate reason to treat this industry in a special way.

Mr. N.M.Joshi's Amendment.- Mr. Joshi moved an amendment that the hours of work be reduced to 48 hours per week. He complained that the attitude of Government with regard to International Labour Conventions had always been indifferent.

Mr. B. Das's Amendment.- Mr. B. Das moved an amendment that the Draft Convention instead of not being ratified as suggested should be brought before the Assembly for consideration after publication of the Tariff Board's report on the glass industry in India.

Dr. Zia Uddin Ahmad ~~XXX~~- Dr. Zia Uddin Ahmad regretted that Labour Conferences devoted their activities mainly to factory labour only and not to agricultural labour. He expressed the opinion that labourers did not mind working more hours if it meant earning more wages.

Mr. N.G.Ranga. - Mr. Ranga said that the International Labour Office had been doing its best to ameliorate the condition of agricultural labour but success had not been achieved because the Government had not fully co-operated with the Labour Office. He was opposed to the development of any industry by means of cheap labour. If this particular glass factory needed help, let the Government give it a subvention.

Many non-official speakers took part in the debate in the course of which complaints were made that the Government of India

were apathetic to I.L.Conventions. Dis-satisfaction ~~not~~ making was also expressed at the Government of India not making provision for advisers to non-official delegates to the I.L.Conference during the past few years.

Mr. A.G.Clow.- Mr. A.G.Clow (Joint Secretary, Industries and Labour Department) challenged the statement that India had been too slow in ratifying Labour Conventions. He said that out of 18 conventions Britain had ratified 17 and India 12. Nothing had been done as regards agricultural labour, <sup>and</sup> almost all the conventions related to industrial labour, <sup>conventions</sup> having been initiated at Geneva by countries interested in industrial labour only. The Government had failed to send advisers with the employers' and labour delegates to Geneva owing to the financial stringency but the Government were now considering whether they could send advisers this year. Turning to Mr. Joshi's amendment, he said that a reduction in the number of hours would not mean any help to the labourers, but would result in an automatic cut in wages.

Sir Frank Noyce.- Sir Frank Noyce appealed to the House not to press Mr. Joshi's amendment as the House had passed the Factories Bill last year providing a 56 hours' week in all continuous process industries and ~~the~~ working conditions in the glass industry were not worse than in many other industries.

Mr. B. Dass's Amendment Carried.- Mr. B.Das's amendment urging the bringing up of the matter before the Assembly at a later date ~~is~~ was put to the vote and carried by 51 votes to 42.

(The Statesman, 14-2-1935). †

(For full details, vide the legislative Assembly Debates of 13-2-1935).

National Labour Legislation.Payment of Wages Bill, 1935:

(L.A. Bill No. 8 of 1935).

At pages 15-20 of our January 1933 report was given the text of the Payment of Wages Bill 1933, introduced in the Legislative Assembly on 1-2-1933 by Sir Frank Noyce, Member in Charge of the Department of Industries and Labour of the Government of India. The Bill lapsed with the dissolution of the last Assembly, before it could come to the select Committee stage. A Bill based on the one which lapsed was introduced in the Legislative Assembly on 13-2-35 by Sir Frank Noyce. The new Bill has several new features based on the criticisms received on the earlier Bill. (Copy of the new Bill was forwarded to Geneva with our Minute D.1/561/35 dated 14-2-35). The following is the Statement of Objects and Reasons appended to the Bill.

## Statement of Objects and Reasons.

In 1926 the Government of India addressed Local Governments with a view to ascertain the position with regard to the delays which occurred in the payment of wages to persons employed in industry, and the practice of imposing fines upon them. The investigations revealed the existence of abuses in both directions, and the material collected was placed before the Royal Commission on Labour which was appointed in 1929. The Commission collected further evidence on the subject, and the results of their examination, with their recommendations, will be found on pages 216-221 and 236-241 of their Report. The Government of India re-examined the subject in the light of the Commission's Report and in February 1933 a Bill embodying the conclusions then reached was introduced and circulated for the purpose of eliciting opinion. A motion for the reference of the Bill to a Select Committee was tabled during the Delhi session of 1933-34, but was not reached, and the Bill lapsed. The present Bill is based upon the same principles as the original Bill but has been revised throughout in the light of the criticisms received when the original Bill was circulated.

## NOTES ON CLAUSES

Clause 1. The Bill applies only to the payment of wages to persons receiving less than Rs.100 per mensem. The provisions relating to prompt payment apply in the first instance only to factory employees, and the provisions relating to deductions apply in the first instance only to factory employees and railway workers. But it is proposed to enable Local Governments to extend any or all of the provisions of the Act to any class of persons employed in any industrial establishment, or in any class or group of industrial establishments.

Clause 2. The definition of "wages" is designed to include payments in kind, and (with certain specified exceptions) all payments however described which are to be made to an employed person in consideration of his employment.

Clause 3. It is necessary to fix the responsibility for the payment of wages in view of the later clauses which provide for a summary remedy in cases of delay or unlawful deduction, and for penalties.

Clause 5. This is designed to secure that wages shall ordinarily be paid within seven days of the expiry of the period within which ~~seven days of the expiry of the period within~~ they were earned. But it is proposed to reduce the interval to two days when an employee is discharged. The power of conditional exemption vested in Local Governments is required mainly to remove difficulties that may arise in the exact calculation of the wages of piece-workers.

Clause 6. It is intended that the possible deductions from wages should be of the following kinds:-

- (1) Deductions by way of fines (sub-clause (2)(a)).
- (2) Deductions for damage or loss (sub-clause (2)(b)).
- (3) Deductions for services (sub-clause (2)(c) and (d)).
- (4) Deductions on account of advances (sub-clause (2)(e), (f) and (g)).
- (5) Deductions which the employer is compelled to make (sub-clause (2) (h) and (i)).
- (6) Deductions on account of payments to certain Provident Funds and Co-operative Credit Societies (sub-clause (2)(j) and (k)).

Deductions for damage or loss can be made only in respect of (a) goods entrusted to an employed person for custody, or (b) money for which he is required to account. It is not intended to permit deductions under this head in respect of damage or loss occurring in the course of a manufacturing process, e.g., in respect of spoilt cloth.



Advances are classified under three heads:-

- (i) those made before employment begins which are recoverable only from the first wage payment;
- (ii) those made during employment on account of wages already earned, which are not subject to restriction; and
- (iii) other advances made during employment which are to be subject to rules made by Local Governments.

Clause 7. It is intended that fines should be imposed only for acts or omissions specified in a regular notice. In clause 10 it is proposed to give Local Governments power to prescribe by rule the acts or omissions for which fines may be imposed. It is also proposed that fines should be limited in amount, that they should not be recoverable by instalments or after undue delay, and that they should be devoted to the benefit of employees. Sub-clause (4) is designed to prevent fines being imposed on children.

Clause 8. Deductions for ~~max~~ damage or loss are limited to the amount of the damage or loss actually caused to the employer.

Clause 9. Services consist of -

- (a) housing accommodation, and
- (b) other services approved by competent authority.

Deductions are limited to the value of the service rendered, and the service must have been accepted by the employee.

Clause 12. It is proposed that claims on account either of delay or of deductions should be dealt with by a special authority. This authority will have power to order the payment to the claimant of the sum wrongfully withheld plus compensation up to ten times that sum in the case of deductions, and Rs. 10 per head in the case of delay.

Clause 13. Delay in payment frequently affects an entire establishment, and provision is made here for the presentation of a single application on behalf of any number of employed persons who are similarly affected.

Clause 14. It is proposed that there should be an appeal to a special authority in cases where a substantial sum is involved.

Clauses 16 and 17. These provide for prosecutions on account of infringements of the law; but it is intended that such prosecutions should not be instituted unless a successful claim has been made under section 12 and the authority appointed under that section or the appellate authority considers a prosecution to be warranted.

Clause 18. It is intended that persons coming under the Act should be limited to its procedure in respect of the recovery of unpaid wages.

Clause 20. It is desirable to secure as far as possible uniform rules applicable to railway workers, particularly as one railway system may run through two or more provinces.

(Extracted from Gazette of India dated 16-2-1935;  
Part V, Pages 17-21 ) +

The Code of Civil Procedure (Amendment) Bill-1935.

The following is the text of the Code of Civil Procedure (Amendment) Bill, 1935, introduced in the Legislative Assembly by Sir Henry Craik on 13-2-35:-

A Bill further to amend the Code of Civil Procedure, 1908, for certain purposes.

Whereas it is expedient further to amend the Code of Civil Procedure, 1908, for the purposes hereinafter appearing; It is hereby enacted as follows:-

1. This Act may be cited as the Code of Civil Procedure Short title. (Amendment) Act, 1935 .

2. At the end of section 51 of the Code of Civil Procedure, 1908 (hereinafter referred to as the said Code), there shall be added the proviso -  
Addition of proviso to section 51, Act V of 1908.

"Provided that execution by detention in prison shall not be ordered unless, after giving the judgment-debtor an opportunity of showing cause why he should not be committed to prison, the Court for reasons recorded in writing, is satisfied -

- (a) that the judgment-debtor, with the object or effect of obstructing or delaying the execution of the decree, -
- (i) is likely to abscond or leave the local limits of the jurisdiction of the Court, or
  - (ii) has, after the institution of the suit in which the decree was passed, transferred, concealed, or removed any part of his property, or committed any other act of bad faith in relation to his property; or
- (b) that the judgment-debtor has, or has had since the date of the decree, the means to pay the amount of the decree or some substantial part thereof and refuses or neglects or has refused or neglected to pay the same.

Explanation.- In the calculation of the means of the judgment-debtor for the purposes of clause (b), there shall be left out of account any property which, by or under any law for the time being in force, is exempt from sale in execution of the decree."

3. In sub-rule (1) of rule 37 in Order XXI in the First Schedule to the said Code, for the word "may" there shall be substituted the word "shall", and at the end of the sub-rule there shall be added the proviso -

Amendment of rule 37, Order XXI in the First Schedule, Act V of 1908.

"Provided that such notice shall not be necessary if the Court is satisfied, by affidavit or otherwise, that, with the object or effect of delaying the execution of the decree, the judgment-debtor is likely to abscond or leave the local limits of the jurisdiction of the Court."

4. Rule 40 in Order XXI in the First Schedule to the said Code together with any alterations therein or additions thereto made under section 122 of the said Code shall be repealed and in place thereof there shall be inserted the rule -

Repeal of rule 40, Order XXI in the First Schedule, Act V of 1908, & insertion of new rule in place thereof.

"40.(1) When a judgment-debtor appears before the Court in obedience to a notice issued under rule 37, or is brought before the Court after being arrested in execution of a decree for the payment of money, the Court shall proceed to hear the

Proceedings on appearance of judgment-debtor in obedience to notice or after arrest.

decree-holder and take all such evidence as may be produced by him in support of his application for execution, and shall then give the judgment-debtor an opportunity of showing cause why he should not be committed to the civil prison.

(2) Pending the conclusion of the inquiry under sub-rule (1) the Court may, in its discretion, order the judgment-debtor to be detained in the custody of an officer of the Court or release him on his furnishing security to the satisfaction of the Court for his appearance when required.

(3) Upon the conclusion of the inquiry under sub-rule (1) the Court may, subject to the provisions of section 51 and to the other provisions of this Code, make an order for the detention of the judgment-debtor in the civil prison and shall in that event cause him to be arrested if he is not already under arrest:

Provided that in order to give the judgment-debtor an opportunity of satisfying the decree, the Court may, before making the order of detention, leave the judgment-debtor in the custody of an officer of the Court for a specified period not exceeding

ten days or release him on his furnishing security to the satisfaction of the Court for his appearance at the expiration of the specified period if the decree be not sooner satisfied.

- (4) A judgment-debtor released under this rule may be re-arrested.
- (5) When the Court does not make an order of detention under sub-rule (2), it shall disallow the application and, if the judgment-debtor is under arrest, direct his release."

#### STATEMENT OF OBJECTS AND REASONS.

This Bill is the outcome of the recommendations of the Royal Commission on Labour in India to the effect that in the case of industrial workers in receipt of wages less than Rs.100 a month arrest and imprisonment for debt should be abolished except where the debtor has been proved to be both able and unwilling to pay. The Bill seeks to amend the Civil Procedure Code, 1908, so as to protect honest debtors of all classes, and not of the industrial worker class only, from detention in a civil prison and to confine such detention to debtors proved to be ~~xxxix~~ recalcitrant or fraudulent. It provides inter alia that no order for execution by detention in prison shall be issued unless the debtor has been given opportunity of showing cause why he should not be committed to prison, and the Court is satisfied for reasons recorded in writing that (i) the debtor is likely to leave the local limits of the jurisdiction of the Court, or has after the institution of the suit fraudulently disposed of his property, and (ii) that he is able to pay the amount of the decree otherwise than from protected assets.

2. The Bill applies to all judgment-debtors. After consultation with Local Governments the Government of India decided that in this matter there was no sufficient reason for restricting the protection to small debtors.

(Extracted from Gazette of India, dated 16-2-35; Part V, pages 22-23)

Attention is directed in this connection to pages 13-15 of our March 1933 report where the full text was given of a Bill introduced in the Legislative Assembly by Mr. N.M. Joshi, ~~and~~ inter alia, at the abolition of arrest and imprisonment for debt of workmen. Consideration of Mr. Joshi's Bill was dropped, as the Government explained that the action that they proposed to take on the three subjects covered by the Bill was different (For details, vide pages 12-13 of our February 1934 report).+

The C.P. Adjustment and Liquidation of Industrial  
Workers' Debt Bill, 1935; Motion for Circulation Carried. ✓

At pages 24-25 of our January 1935 report was given the text of the Statement of Objects and Reasons of the Central Provinces Adjustment and Liquidation of Industrial Workers' Debt Bill, 1935 (Bill No.2 of 1935). On 1-2-35 a motion was carried in the Central Provinces Legislative Council for circulating the Bill for eliciting ~~the~~ public opinion.

(The C.P. Gazette dated 15-2-35, Part II  
pages 104-111). +

The Travancore Breach of Contract (Repealing) Act, 1935. ✓

Reference was made at page 24 of our July 1934 report to the proposal of the Government of Travancore to introduce a Bill called the "Travancore Breach of Contract (Repealing) Bill". The repealing Bill was to the effect that, in accordance with recommendations of the International Labour Conference of 1930 regarding the abolition of forced labour and acceptance of the same by the British Indian Legislature in 1931, the Breach of Contract Regulation of 1080 (1905 A.D.) as amended by Regulation V of 1087 (1912 A.D.) and Sections 493 and 495 of the Travancore Penal Code should be ~~ratified~~ repealed. The Bill was introduced in the Sri Mulam Popular Assembly on 25-1-1935. The Bill passed through the second and third readings on the same day and was passed into law.

Mr. Kottur Kunju Krishna Pillai, supporting the repealing Bill, observed that Travancore was far behind in the matter of labour legislation and that the Government ought to take early steps in the matter.

Mr. Changanacherry Parameswaran Pillai, supporting the repealing Bill, wanted the Government to implement the recommendations of the Whitley Commission by early legislation.

(The Hindu, 26-1-1935). +

The Code of Civil Procedure (Third Amendment) Bill 1935:

Prevention of Attachment of Salaries Below

Rs. 100 per month. +

(Legislative Assembly Bill No.11 of 1935)

At pages 13-15 of our March 1933 report was given the text of the Code of Civil Procedure (Amendment) Bill, 1933, which was introduced in the Legislative Assembly by Mr. N.M. Joshi on 24-3-33 with the object, <sup>inter alia</sup> of preventing the attachment of salaries below Rs. 300 per month. Consideration of Mr. Joshi's Bill was dropped as the government explained that they <sup>themselves</sup> proposed to bring forward a measure <sup>on the subject</sup> ~~themselves~~ at a later date (vide page 12-13 of our February 1934 report for details). In pursuance of that undertaking, Sir Henry Craik, Member in Charge of the Home Department of the Government of India, introduced in the Legislative Assembly on 18-2-35 the following Bill: -

L. A. Bill No.11 of 1935.

A Bill further to amend the Code of Civil Procedure, 1908,  
for certain purposes.

Whereas it is expedient further to amend the Code of Civil Procedure, 1908, for the purposes hereinafter appearing; ~~for the~~  
It is hereby enacted as follows:-

1. This Act may be called the Code of Civil Procedure (Third  
Amendment) Act, 1935.  
Short title.

2. In the proviso to sub-section (1) of section 60 of the  
Amendment of section Code of Civil Procedure, 1908,  
60, Act V of 1908.

(a) for clauses (h) and (i) the following clauses shall  
be substituted, namely:-

"(h) the wages of labourers and domestic servants,  
whether payable in money or in kind, and salary,  
if the amount of the salary does not exceed one  
hundred rupees monthly;

(i) the salary of any public officer or of any servant  
of a railway company or local authority to the  
extent of the first hundred rupees and one-half  
the remainder of such salary;

Provided that, where the whole or any part of the  
portion of such salary liable to attachment has  
been under attachment ~~if~~ whether continuously or  
intermittently for a total period of twenty-four  
months in execution of one or more than one  
decree, such portion shall finally cease to be  
liable to attachment in execution of such decree  
or decrees and shall not be liable to attachment  
in execution of any other decree until the expiry  
of a further period of twelve months;"

(b) in clause (k), for the figures "1897" the figures  
"1925" shall be substituted;

(c) for clause (l) the following clause shall be substi-  
tuted, namely:-

"(l) any allowance forming part of the emoluments of  
any <sup>Public Officer or of any</sup> servant of a railway company or local  
authority which the Governor General in Council  
may by notification in the Gazette of India  
declare to be exempt from attachment, and any  
subsistence grant or allowance made to any such  
officer or servant while under suspension;" and

(d) the Explanation at the end shall be re-numbered as Explanation 1 and, after the Explanation as so re-numbered, the following Explanation shall be added, namely:-

"Explanation 2. - In clauses (h) and (i), ~~the~~ 'salary' means the total monthly emoluments, excluding any allowance declared exempt from attachment under the provisions of clause (1), derived by a person from his employment whether on duty or on leave".

3. The amendments made by section 2 shall have effect in respect of any proceedings arising out of any suit instituted on or after the first day of February, nineteen hundred and thirty-five.  
Retrospective effect.

#### STATEMENT OF OBJECTS AND REASONS.

The Royal Commission on Labour drew attention to the indebtedness prevailing among certain classes of workers, and expressed the view that this was due mainly to the credit enjoyed by them and the facilities afforded to creditors by the law relating to the attachment of salaries. With a view to reducing credit, the Commission recommended that wages and salaries of workmen receiving less than Rs. 300 a month should be entirely exempted from attachment. Enquiries made by the Government of India in consultation with Local Governments afford justification for action on the lines suggested by the Commission and in particular reveal a serious state of indebtedness among certain classes of Government employees. The Government of India therefore propose to amend section 60 of the Civil Procedure Code to provide -

- (1) that salaries, not exceeding Rs.100 a month, of all workers should be totally exempt from attachment.
- (2) that the pay of servants of Government, Railway Companies and local authorities getting more than Rs. 100 a month should be exempt to the extent of the first Rs.100 and one-half of the remainder, and
- (3) that while the attachable portion of the pay of servants of Government, Railway Companies and local authorities should remain as at present liable to continuous attachment the period of attachment should be restricted as follows, viz., that after a debtor's pay has been attached for a total period of two years (in one or more periods) no further attachment should be possible in favour of the same decree or in favour of any other decree until twelve months have elapsed.

The Bill seeks to give effect to these proposals. It also takes away the privileged position of Co-operative Societies under the proviso to sub-clause (iii) under clause (1) of the proviso to sub-section (1) of section 60 of the Code as in the



opinion of the Government of India it is unnecessary to continue that privilege.

2. Under sub-clause (h) of the proviso to sub-section (1) of section 60 of the Code of Civil Procedure, 1908, leave allowances if less than salary are exempt from attachment, but under sub-clause (i) leave allowances, if equal to salary on duty, are liable to attachment. Since the introduction of time-scales of pay in the Services, this has created an anomalous position for if an officer drawing pay on a time-scale proceeds on leave before reaching the maximum of the scale, the whole of his leave allowance, being less than his salary on duty, is exempt from attachment, while if he goes on leave after drawing the maximum pay of the scale for over a year, the whole of his leave allowance, being equal to his salary on duty, would be liable to attachment. It is accordingly proposed to place leave allowances and salary on duty in exactly the same position as regards attachment. At the same time the Bill gives to the Governor General in Council power to exempt certain allowances from attachment, the object being to enable him to exempt certain compensatory allowances granted for specific purposes.

3. The Bill also provides that the amending legislation shall apply to all suits instituted on or after February 1, 1935.

(Extracted from pages 25-26 of Part V of the Gazette of India dated 23-2-1935). +

The Hazardous Occupations (Lead) Rules, 1935. ✓ +

Reference was made at pages 13-14 of our September 1934 report to the proposal of the Government of India to make certain rules under the Factories Act, 1934, declaring certain operations involving lead and zinc and their compounds as hazardous operations. The Government of India have published the following notification issuing the final rules on the subject:

No.L.-3050.-dated the 19th February 1935.- In exercise of the powers conferred by sub-section (4) of section 33 of the Factories Act, 1934 (XXV of 1934), the Governor General in Council is pleased to make the following rules, the same having been previously published as required by section 79 of the said Act, namely:-

## Rules.

1. These rules may be called the Hazardous Occupations (Lead) Rules, 1935.

2. The operations specified in the Schedule and every other operation involving the use of lead compounds are declared to be hazardous operations when carried on in any factory.

3. In these rules "lead compound" means any compound of lead, other than galena, or any mixture which contains a compound of lead, other than galena, and which, when treated in the manner prescribed in rule 4, yields to an aqueous solution of hydrochloric acid a quantity of soluble lead compound exceeding, when calculated as lead monoxide, five per cent, of the dry weight of the portion taken for analysis. In the case of paints and similar products and other mixtures containing oil or fat the "dry weight" means the dry weight of the material remaining after extraction with solvents as prescribed in rule 4.

4. The manner of treatment referred to in rule 3 shall be as follows:-

A weighed quantity of the material which has been dried at 100° C and thoroughly mixed shall be continuously shaken for one hour, at the common temperature, with 1,000 times its weight of an aqueous solution of hydrochloric acid containing 0.25 per cent by weight of hydrogen chloride. This solution shall thereafter be allowed to stand for one hour and then filtered. The lead salt contained in the clear filtrate shall then be precipitated as lead sulphide and weighed as lead sulphate. Paints and similar products and other mixtures containing oil or fat shall before treatment in the manner described be thoroughly mixed and treated with suitable solvents to remove oil, fat, varnish or other media.

5. No woman, adolescent or child shall be employed in any factory in any of the operations specified in the Schedule or, save in accordance with the provisions hereinafter contained, in any other operation involving the use of lead compounds.

6. In respect of every woman, adolescent or child employed in a factory in any operation involving the use of a lead compound (hereinafter referred to as "such person") the manager of the factory shall have in his possession a special certificate of fitness issued in Form A\* by a certifying surgeon appointed under Section 12 of the Factories Act, 1934.

7. Every such person shall carry while he is at work a token giving a reference to such certificate.

8. Every such person shall be medically examined by a certifying surgeon at intervals of not more than three months, and a record of such examinations shall be kept in Form B\*.

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\* Forms A & B are not reproduced in this Report.

9. If at any time the certifying surgeon is of opinion that any such person is no longer fit for employment in any operation involving the use of a lead compound, he shall cancel the certificate of fitness of that person and that person shall not be employed in any such operation unless the certifying surgeon again certifies him to be fit.

10. Where dust or fume from a lead compound is produced in any operation provision shall be made for drawing the fume or dust away from every such person by means of an efficient exhaust draught so contrived as to operate on the dust or fume as nearly as may be at its point of origin.

11. No food, drink or tobacco shall be brought into, or consumed in, any room in which any such person is employed.

12. Adequate protective clothing in a clean condition shall be provided by the employer for and worn by every such person.

13. Every room in which any such person is employed, and all tools and apparatus used by him, shall be kept in a clean condition.

#### Schedule.

1. Work at a furnace where the reduction or treatment of zinc or lead ores is carried on.

2. The manipulation, treatment, or reduction of ashes containing lead, the desilverising of lead or the melting of scrap lead or zinc:

3. The manufacture, or the use except solely in the solid state, of solder or alloys containing more than ten per cent of lead:

4. The manufacture of any oxide, carbonate, sulphate, chromate, acetate, nitrate, or silicate of lead:

5. Mixing or pasting in connection with the manufacture or repair of electric accumulators:

6. The cleaning of work-rooms where any of the processes aforesaid are carried on.

(Extracted from <sup>the</sup> Gazette of India 23-2-1935,  
Part I, pages 347-348).+

The Burma Oil Fields Labour Bill, 1935 (Bill No. 3 of 1935). +

The following Official Bill for ensuring the welfare of persons employed in the oilfields of Burma was introduced in the Burma Legislative Council on 16-2-1935:-

Bill No. 3 of 1935.

The Burma Oil-Fields Labour Bill, 1935.

A Bill to make provision for ensuring the welfare of persons employed in the oilfields of Burma.

Whereas it is expedient to make provision for ensuring the welfare of persons employed in the oil-fields of Burma: And Whereas the previous sanction of the Governor-General required by sub-section (3) of section 80A of the Government of India Act has been obtained to the passing of this Act: It is hereby enacted as follows:-

1. (1) This Act may be called the Burma Oil-fields Labour Act, 1935.  
Short title and extent.
- (2) It shall extend to the whole of Burma.
2. In this Act, the term "notified oil-field" shall have the meaning assigned to it in section 2 of the Burma Oil-fields Act, 1918.  
Definitions.
3. (1) The Local Government may make rules for controlling and regulating all matters relating to the health, safety, hours of labour and rest-days of persons employed in any notified oil-field.  
Power to make rules.
- (2) The power to make rules conferred by this section is subject to the condition of the rules being made after previous publication, specified under clause (3) of section 23 of the Burma General Clauses Act, 1898, shall not be less than three months from the date of such publication.

STATEMENT OF OBJECTS AND REASONS

The object of this Bill is to give effect to the recommendation of the Royal Commission on Labour that the protection of the law in regard to hours of work, rest-days, health and safety should be extended to workers in the oilfields either by separate legislation or by modifying the existing exemption granted under the Indian Mines Act to all oil-wells and borings and applying to them the appropriate provisions of the Act. An oil-well is so different in character from a mine that, having regard also to the nature of petroleum, it has been found impracticable to apply the Indian Mines Act to the case. Accordingly the enactment of a special law is proposed. (Extracted from page 9 of Part III of the Burma Gazette dated 23-2-1935). +

## Conditions of Labour.

### Working of the Workmen's Compensation Act in India, 1933. ✓+

Review of Administration in the Provinces. - The total number of cases included in Statement I (which relates to factories, mines, railways, docks and tramways only) increased from 14,261 in 1932 to 14,559 in 1933. The total compensation paid, however, showed a decrease from Rs.823,145 in 1932 to Rs. 813,949 in 1933. The figures for cases are slightly higher than those recorded for 1932; the figures for compensation are the lowest recorded since 1935. Increases in the number of cases were reported by Bengal, the United Provinces, the Central Provinces, Assam, Baluchistan, and Aden; there was also a substantial increase (from 3,636 to 4,197) in the number of railway cases. The amount of compensation paid increased in Bombay, Bengal, Baluchistan and Aden, and the compensation paid in respect of accidents on railways rose from Rs. 248,297 to Rs. 273,202. Otherwise, there was a general decrease both in the number of cases and in the amount of compensation paid. The average sum paid per case fell from Rs. 58 to Rs.56.

Employers were generally helpful during the year. Two ~~ex~~ ex gratia payments are reported from Bengal. According to the report there is a tendency for small employers, who are reluctant to insure their liability under the Act, to contest cases on inadequate grounds, and this difficulty is likely to increase as a result of the extended definition of the term "workman"

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\* Workmen's Compensation Statistics for the year 1933 together with a note on the working of the workmen's compensation Act, 1923. - Published by order of the Government of India. - Published by the Manager of Publications, Delhi. - Price: Annas 5 or 6d. - pp.4.

introduced by the Amending Act of 1933. Trade Unions made little progress in assisting their members to obtain their dues under the Act. In Bengal, the Indian Seamen's Union continued to take some interest in the institution of claims; but most claims were preferred directly by the workmen. In Bombay, the National Seamen's Union showed some activity, and in Ahmedabad the Textile Labour Union gave valuable assistance. In Burma, three Trade Unions have interested themselves in Workmen's Compensation cases. The Kharagpur Claims Bureau which suspended operations in 1932 was again active in 1933. The exploitation of workmen by touts and others is mentioned in some of the provincial reports. The Calcutta Claims Bureau continued to do valuable work. In Bombay, the employers were represented by Insurance Companies in nearly half the cases dealt with during the year.

The special arrangement for seamen engaged on ships registered outside India which was mentioned in the notes for 1931 and 1932 (vide page 8 of our February 1933 report) continued to work smoothly in Bengal.

Applications filed before the Commissioners.- The statistics for proceedings before Commissioners showed a slight falling off as against 1932. The number of applications under section 10 of the Act was 509 as compared with 596 in 1932 and 563 in 1931. The number of distribution cases filed under section 8 of the Act was 454 as against 514 in 1932 and 545 in 1931. The percentage of contested cases to the total number of cases disposed of was 25.2 as compared with 23.9 in 1932 and 21.65 in 1931. 95 agreements were pending for registration at the beginning of the year, and

1,015 were presented during the year. Of the total number for disposal 985 were registered without modification, and 18 were registered after modification. 30 were not registered on account of inadequacy or for other reasons, and 77 were pending at the close of the year.

11 appeals were filed during the year in the High Courts; no references were made under section 27. The two references made in Burma in 1932 were disposed of during the year.

Occupational Diseases.- 6 cases of lead-poisoning are mentioned in the provincial reports, one in Bombay, two in Bengal, and three in Delhi. One of the two Bengal cases was pending at the end of the year, and the claim has since been rejected. In the other cases compensation was paid. In one of the three Delhi cases payment was actually made in 1932, but the record of the transaction was not completed until 1933.

Legislative Changes.- The Workmen's Compensation Act remained unchanged throughout the year. The Workmen's Compensation (Amendment) Act, 1933, came into full operation during 1934, and from the middle of that year many new categories of "workmen" have become entitled to the benefit of the Act.

(The working of the Workmen's Compensation Act, 1923, in India during 1932 is reviewed at pages 25-28 of our January 1934 report). †

## 54-Hour Week in Indore Factories:

### Opposition of Millowners. ✓

A meeting of the Indore Millowners' Association was held at Indore towards the close of January 1935 to consider the recommendation of the Commerce and Industry Department of the Indore State, in regard to the adoption of a 54-hour week by Indore mills, in conformity with the hours of work in factories prescribed in the Indian Factories Act, 1934. It was decided that a deputation should wait on the Finance Minister of the State to impress on him that the present is not the proper time to introduce a shorter working week for the mills. (*The Statesman*, 30-1-1935).

According to the latest statistics, there are 7 cotton mills in the Indore State, employing about 16,000 workers. There is a *cotton spinning and pressing factories. The number of,* correspondingly large number of flour mills is 193, while there are 21 other small factories, such as oil expellers, iron and brass foundries, metal works, etc. Recently, a sugar *factory* ~~works~~ has been started, operating on the open pan system.

(Bulletin of the Employers' Federation of India dated 11-2-1935). +



Labour in Mines in Mysore State, 1933-34. +

According to the annual report for 1933-34 on the administration of the Department of Mines and Explosives of the Mysore Government, the total number of persons employed in all the mining industries of the Mysore State in 1933-34 was 21,340 against 19,623 in the previous year. Out of these, 20,263 persons were employed in the Gold Mining Companies against 18,816 in the previous year.

The total number of accidents reported during the year 1933 was 284, out of which 36 were fatal and 239 serious. Of these 36 are reported to be due to negligence, 13 to recklessness and 236 as unavoidable.

The Government notes that several amenities were provided during the year for the comforts and convenience of the labour population on the mines. The Government is of opinion that necessary action should be taken, in association with the Mining and Police authorities, to regulate in future the large influx of labour in the Kolar Gold Field area, as the supply of labour in the area is more than adequate.

(The Hindu, 2-2-1935). +

Labour Conditions in French India; Mill Strike in Pondicherry + ✓

About 1500 mill hands employed in the Gaebele Mills and the Savana Mills at Pondicherry, have struck work on ~~4-2-1935~~ 4-2-1935, their grievances being low wages and heavy work. The workers allege that their present working hours of 6 a.m. to 6.15 p.m. with an interval of only 45 minutes are too tedious and taxing and that the daily wages of Rs. 0-3-6 given to them at present are not commensurate with the amount of work they are ~~turning~~ turning out, and that the fines and other stringent punishments imposed on them by the mill authorities

for late attendance, etc. exceed their wages. The Savana Mills closed down on 6-2-1935 on account of the strike at the main department. The women strikers it is reported number more than the men. Mon. Andre, Assistant Commissioner of Police, has been deputed by the Government to attend to this matter and he is making enquiries. The present strike is reported to be the first mill-workers' strike in Pondicherry.

(The Hindu, 8-2-1935). +

Grievances of Railway Employees: Discussion in  
Legislative Assembly. +

In the course of the debate on the Railway Budget for the year 1935-36, which was introduced in the Legislative Assembly on 18-2-35 by Sir Joseph Elore, Member in charge of Commerce and Railways with the Government of India, Mr. N.M. Joshi moved on 26-2-35 a cut of Rs.100 under the head "Working Expenses" in order to discuss<sup>ion</sup> ~~ion~~ grievances of railway workers".

Mr. Joshi, in moving the cut, quoted the recommendations of the Royal Commission on Labour on various aspects of railway labour and referred to the absence of any action by the Government of India or the Railway Department. Mr. Joshi's complaints were many. He said that people on the lowest rung of the ladder had very few holidays, if any, while officers enjoyed several holidays. These men got no free railway passes while officers were given several such passes. Nor were the lowest paid employees entitled to the privileges of a provident fund. Mr. Joshi objected to racial discrimination which is in vogue in the matter of promotions, although in theory there was no such discrimination. The leave rules were more advantageous to the higher class of labour. Mr. Joshi asked ~~why~~ why regulations as to hours of work were applied only to State railways and not to company railways. If the grievances of labour were to be carefully watched and redressed the labour supervisor and the labour inspector should not be placed under the Railway Department, but under some other department.

1.3.

Mr. Joshi criticised also the attitude of certain railways towards the question of recognition of trade unions.

Sir Henry Gidney.- Sir Henry Gidney generally supported Mr. Joshi's views. He declared that the attitude of the Agents to the railway unions was one of opposition. He would rather bid farewell to what were called "welfare committees", which consisted mainly of officials. Over 50 per cent of railway employees were in debt and the ease with which they obtained money from moneylenders was a scandal. Concluding, Sir Henry Gidney appealed to the Railway Board to do something to help the workers. The Board should curtail some of the powers of the Agents and encourage railway unions.

Mr. Lahiri Choudhry.- Mr. Lahiri Choudhry protested against indiscriminate dismissals of railway employees, urged that, for re-employment, preference should be given to retrenched hands. He hoped the House would view the question of recognition of the unions sympathetically and impressed on Government the necessity to move in that direction as quickly as possible.

Diwan Lalchand Navalrai.- Diwan Lalchand Navalrai complained of the delay in deciding appeals submitted by subordinates, most of which were withheld without a reply, and wanted adequate relief to those employees who worked in small stations or out of the way places. Medical and to employees should be made available free. The same facilities as were enjoyed by clerks and subordinates in regard to passes should be made available for those connected with labour unions to attend meetings and conferences.

Mr. Frank D'Souza.- Mr. Frank D'Souza, on behalf of the Railway Board, said that in a huge railway concern employing as many as 800,000 employees it was but natural that there should be grievances, but he was glad these were not numerous. Referring to the G.I.P. strike he said that the number of those waiting on February 1 to be reinstated was only 156 as compared with March 17, 1930, when the figure was approximately 5,000. The total retrenched were 3,188 and those since re-employed numbered 2,184. Among those who did not get re-employment most were men who had not complied with the Government of India's communiqué laying down conditions of re-employment. The fact that the only small figure of 156 were still on the waiting list was in itself a compliment to the administration. The economy campaign of 1931-32 had somewhat retarded the re-employment of old hands. As for the issue of passes, Mr. D'Souza assured the House that although conditions varied in the different railways there were few employees who did not get passes and these were temporary hands with under two years' service.

Referring to recognition of the unions, Mr. D'Souza, speaking from personal experience of the 1912-13 strike, said that the danger lay in the influence of outsiders. He himself knew the

conditions of work of the lower ranks because he himself had worked as a guard and as a head clerk for several years. He was a member of the National Union of Railwaymen in India and Burma for 25 years and he ~~severed~~ severed his connexion with that body only seven years ago. He read out to the House a certificate of merit which had recently been awarded by that union. He held that the danger of strikes were mainly from outside and since the strike of 1912 rules had been framed making a strike difficult unless a three-fourths majority voted for it. This had worked satisfactorily.

Mr. V.V.Giri.- Mr. V.V.Giri charged the Government with not having done all that was in its power to avoid unemployment. The Government had not accepted the suggestions of the railway unions, which, if adopted, would have avoided hardships to thousands of railway workers. The system of leave by rotation, if introduced in cases where men were found to be surplus, would obviate the necessity of retrenchment on a large scale. He appealed to the Board to instruct all Agents to recognize the unions and consider their suggestions made in the interests of both the staff and the railways.

Sir Joseph Bhore.- Sir Joseph Bhore expressed sympathy with the points raised by Mr. Joshi. Before the proposals of the Whitley Commission were accepted they must be considered with a view to knowing their effect and consequences on the general administration, but he assured the House that considerable progress had been made in this direction. With regard to the charge of racial discrimination, Sir Joseph read the orders of the Board issued to all railways to show that the Board had definitely set its face against any kind of discrimination — class or racial. The extension of the benefits of the Provident Fund to low paid servants of all railways would lead to an additional expenditure of Rs. 5 millions which the railways were unable to afford in their present economic condition, particularly when there were other claims on the resources of the railways such as a reduction in fares and greater amenities for third class passengers.

Referring to appeals from unrecognised unions, Sir Joseph Bhore stated that the Board ~~under the present position~~ were prepared to consider appeals if Agents refused to hear them. He explained the machinery set up in the various railways to ensure better relations between the railways and their employees. If the machinery at present was deficient, he said, it was still capable of providing the means for settling disputes. Concluding, he assured the House that examination of the various recommendations of the Whitley Commission with regard to labour had been practically completed, and it was hoped very shortly to announce the conclusions.

Mr. Joshi. -Mr. Joshi, replying to the debate held that Government was unjustified in delaying consideration of the recommendations of the Whitley Commission for over four years and urged the appointment of a special officer to look after labour interests. That officer, he said, should not be drawn from the railway service, but from the I.C.S. or any other service of that nature.

The House divided and Mr. Joshi's motion was carried by 75 votes to 46. (The Statesman, 27-2-1935) +

## Workers' Organisations.

### Trade Union Movement in Madras, 1933-34.\* ✓ +

Membership.- According to the annual report on the working of the Indian Trade Unions Act, 1926, in the Madras Presidency during the year ending 31-3-1934, eight unions were registered under the Act, the registration of one union was cancelled, the dissolution of another was registered and two of the unions were amalgamated with a newly registered trade union. The total number of registered trade unions on 31-3-1934 was 38. The total membership of the 38 unions at the beginning of the period under review was 44,253 and that at the close 21,708. This great decrease was mainly accounted for by the Madras and Southern Mahratta Railway Employees' Union, Madras, which opened the year with 35,722 members and closed with 11,972.

General Funds.- The opening balance of the 38 unions which submitted returns amounted to Rs. 25,409 and the closing balance to Rs. 25,481. The number of unions which availed themselves of the benefit of free audit by official auditors was 11. Even the smaller unions which have a membership of less than 250 and which cannot afford to have paid auditors preferred to have their accounts audited by any two members of the unions in accordance with regulation 19(1)(g) of the Madras Trade Unions Regulations instead of applying for free audit under regulation 19-A of the Madras Trade Unions Regulations. The obvious inference, as suggested in the report for the previous year, is that the unions consider the offer of free audit as official scrutiny.

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\*Government of Madras, Public Works and Labour Department, G.O. No.15L 3rd January 1935. Labour - Indian Trade Unions Act, 1926 - Working - Report for 1933-34. *pp. 5.* +

Special Session of Travancore Labour Association,

3-2-1935: Labour Legislation in State Urged. ✓

A special session of the Travancore Labour Association was held at Alleppey on 3-2-35 under the presidentship of Mr. Kottoor Kunj Krishna Pillai, Member, Sri Mulari Popular Assembly of the State, in order to ventilate the various grievances of labourers in the State. Mr. K.C. Govindan, the General Secretary of the Association, in his welcome speech, referred to the grievances of labourers such as inadequate wages, excessive hours of work, etc. and stressed the necessity for adopting labour legislation as in British India.

President's Address. - The President in the course of his address dealt with the question of labour legislation, because it was the immediate practical issue with which they were concerned and because Travancore was fast developing into ~~that~~ an industrial state, and observed that Indian States, including Travancore, were lagging behind British India in the matter of labour legislation and in recognition of the rights of labour in general. The existing Factory Act of Travancore, ~~Act V of 1087 (1912 A.D.)~~, defective as it was, would have done something for workers if it was worked in the right spirit. But he could say without fear of contradiction that it was more or less a dead letter. They had succeeded in repealing the Breach of Contract Regulation only at the last session of the Legislature (vide section: "National Labour Legislation" of this Report). There was no Trade Union Act in Travancore, of recognition of organisations of labour. There was no Workmen's Compensation Act or Trade Disputes Act either. Wages were miserable, and working conditions unsatisfactory. No attention was paid to the health, hygiene, education and other facilities ~~of~~ for children of the labouring classes.

Labour should be a Federal Subject. - In order to comprehend the problem of labour in all its aspects, ~~no~~ ~~continued~~ statistics were very necessary, and sometimes it was impossible to get at them. <sup>covering</sup> A Federal law for the whole of India (including Indian States) on ~~these~~ <sup>labour</sup> matters would be a great boon to labour. The speaker expressed the opinion that labour legislation should be treated as federal subject and urged labour organisations in the State to make representations to the Government of Travancore, so that Labour might not be reserved as an exclusively State subject by Travancore in their instrument of secession, ~~and~~ if and when they

joined the Federation. That seemed to him to be the most effective method of bringing Travancore into line with British India, in the matter of labour legislation.

Labour and the Legislature.- Continuing, the President said that labour in Travancore should agitate for adequate representation in the legislature and the local bodies. There should be some one to give full time attention to labour questions. A representative from a general constituency, would have very little time to give that attention to labour questions which it really demanded. Until labour was represented by accredited representatives chosen by labour organisations or trade unions, it could not be said that labour interests were represented at all in the Legislature. In Travancore, even before they undertook the amendment of the existing Factory Act, it seemed to him, that the need for a Trade Union Act was urgent. He hoped they would realise the importance of this suggestion.

Resolutions.- Resolutions were passed (1) protesting against the action of certain factory-owners of British Malabar denying to workmen the benefit of the reduction of hours of work; (2) requesting the Government of Travancore to adopt a Trade Union Act for the State to regulate labour organisations; (3) to bring about the amendment of the existing Factories Regulation on the basis of the recommendations made by the Whitley Commission, especially by fixing minimum wages, hours of work, etc; (4) requesting the Government of Travancore and the members of the Legislature to make provisions in the City Municipalities Bill and the District Municipalities Bill for adequate representation of labour. (5) <sup>requesting</sup> Mr. Kottoor Kunjukrishna Pillai, B.A., B.L., ~~was requested and empowered~~ to introduce in the Sri Mulam Assembly bills necessary for labour welfare and to plead <sup>in the assembly</sup> for the cause of the labourers in the Assembly.

(The Hindu, 6-2-1935).

According to press reports, the Government of Travancore has stated in the Sri Mulam Popular Assembly on 26-1-1935, in answer to an interpellation, that no labour legislation was contemplated by the Government in the near future, as in its opinion, there was no immediate need for such legislation.

(The Hindustan Times, 28-1-1935).†

Economic Conditions.

Indian Jute Industry: Jute Mills Association asks  
for Compulsory Restriction of Output by Government. ✓ +

Several references have been made in the previous reports of this Office to the various decisions taken by the Indian Jute Mills Association, Calcutta, since 6-11-1928 with regard to restriction of jute output, chiefly by means of reduction of hours of work (vide pages 20-21 of our June 1934 report). In view of the fact that some of the non-member jute mills were "exploiting" the situation arising from the voluntary restriction of output by the members of the Jute Mills Association, by unrestricted production, the Association sent a communication in July last to the Government of Bengal on the subject and urged the adoption of measures for compulsory restriction of jute output by all mills. The following is a summary of the Association's communication which has been published now.

Unrestricted Output by Non-Member Mills.— A factor retarding the Association's endeavours to regulate the stock position by limiting output is that there exists outside the control of the Association a considerable number of jute looms which, by reason of being worked by a system of double or treble shifts, are turning out such a quantity of goods at a low productive cost that the position, not only of the Association's policy of restriction but of the mills themselves as individual producers, is being seriously threatened. The mills ~~own~~ owning these looms are bound by no agreement, voluntary or otherwise, to limit their output to the existing demand nor are they under any obligation not to extend their capacity for production. Therein lies the danger. These mills - which are battenning on the restrictive policy of the Associated mills, a policy which is solely actuated for the good of the industry as a whole - to meet the requirements of their own self-interest, intend to pursue a policy of extension both of production and of producing capacity which will inevitably encourage others to erect mills and the Association has evidence of this already.



Results of Unrestricted Production.- If this state of affairs comes to pass - and it will unless preventive measures can be devised - then there can be but one inevitable outcome, that is, a quick and severe fall in the price of the industry's products, which will be ruinous alike to themselves and to the mills in the membership of the Association and the outside mills who have loyally worked ~~to~~ the short-time agreement.

Compulsory Restriction Suggested.- The Committee of the Association have placed before the Government of Bengal a proposal that in the existing circumstances the interests of the Bengal jute industry will best be served by restricting the output of its manufactures to conform to the demand for them. It is suggested that the terms of the arrangement regarding working hours, mill extensions, etc., which at present exists between the Association and certain mills outside its organisation should, by legislative action on the part of the Government of Bengal, be given statutory force and made applicable to all jute mills situated in Bengal.

Extent of Competition.- There is a total of 60,323 looms in Bengal controlled by mills which have signed the pledge of voluntary restriction scheme of the Association. The mills in Bengal which are not amenable to the scheme, have approximately 500 looms and are known to be making efforts to extend their productive machinery. These mills are working by double and treble shifts anything from 108 to 120 hours per week against the 40 per week worked, with restricted loomage, by the Association mills and are consequently able to produce, in a given time, as large a quantity of goods as would be produced by an Association mill of round about 2,000 looms under the present conditions of work. Besides these 500 looms already working, the Committee have proof that an expansion, by way of extension of existing mills and erection of new mills, is contemplated which would give to this group of mills an aggregate of approximately 1,800 looms, which would be equivalent to about 7,000 to 7,500 Association looms, under the present conditions of working hours adopted by these outside mills.

(The Statesman, 4-2-35) +

New Industries for Mysore: Scheme of

State-Aided Factories. ✓ +

The re-constituted Board of Industries and Commerce <sup>of the Government of Mysore</sup> has, it is understood, formulated <sup>a</sup> scheme which will result in a number of new industries being started in Mysore. The Government's policy is to encourage private enterprise in the State and, as in the case of the Mysore Sugar Factory, Government are ready to furnish a moiety of the capital needed to start new industries and concerns when they are satisfied of its utility. In this connexion, it is understood, that the Board have decided to entrust the work of starting a new factory for the manufacture of electric bulbs to a private agency, a limited company in which the Government will take shares.

<sup>State-aid to</sup> factories for the manufacture of paper pulp, dry cells, heavy chemicals and fertilizers are under the active consideration of the Committee of the Board of Industries and Commerce, Orders have also been passed, it is understood, for the starting of a number of silk factories in the State. The Board of Industries and Commerce is making the necessary arrangements to start these factories at an early date with a capital of Rs. 500,000 divided into 50,000 shares. Government will take a good many of these shares besides giving a guarantee of a reasonable return for a period of seven years.

(The Statesman, 7-2-35). +

Revival of Cottage Industries in C.P.:

A Co-operative Scheme for Weavers Proposed-

For the development of the handloom weaving industry in the Central Provinces and Berar, the C.P. Government propose to introduce the following scheme:-

Central Weavers' Co-operative Society to be Established.-

A Central Weavers' Co-operative Society with the whole province as the sphere of operation ~~at Nagpur~~ <sup>at Nagpur</sup> is to be established immediately. The number of members will be 100 to begin with. From 1-4-1935 this will be raised to 200 and a branch society will be started at Kamptee which is also an important centre of handloom weaving.

Functions of the Society.- There will be a central depot run by the society for the supply of raw materials and for the sale of finished cloth. The depot will purchase raw materials at the lowest possible wholesale rates and distribute to each member the quantity required for his use for one month at a time. The members will be divided into groups of 5 and each group will be asked to manufacture a specified pattern of cloth at pre-arranged rates of wages per piece. The finished cloth will be handed over to the central depot for disposal. The depot will examine the quality of the cloth and, if it is found to be correct to the specifications, will accept it for sale with its guarantee. If, however, the cloth produced is not up to the specification it may be received by the depot on payment of fair wages and sold without its mark at whatever price it would fetch.

Supervision. - There will be Supervising instructors one for each set of 25 members whose duty will be to visit the houses of the members in their charge every day and to keep watch on the progress of the work. They will be responsible for reporting promptly to the manager of the depot any misuse of raw material supplied.

Sale of Products.- The whole output will be handed over to one or more whole-sale dealers at fixed prices which would represent an addition of  $6\frac{3}{4}$  per cent on the cost price of the cloth. Attempts will be made to find whole-sale dealers who will pay cash down up to 75 per cent of the total cost of the cloth delivered to them and the balance of 25 per cent within a period of three months.

Division of Profits.- 50 per cent of the profits will be shared among the members in proportion to the value of the cloth supplied by them, the distribution being made at the end of the year or at such intervals as the Registrar, Co-operative Societies, may fix. The other 50 per cent of the profits will be carried to the reserve fund of the society which will be utilised (a) for the repayment of the working capital borrowed from Government, (b) for expanding the membership or branches of the society, and (c)

in such other manner as may be prescribed by the Registrar.

Entrance Fee and Security Deposit.- Each weaver member will be required to pay an entrance fee of annas eight and to purchase a share of the value of Rs. 5, to be paid at the rate of 8 annas per month.

In order to encourage thrift among its members and by way of a security deposit towards the recovery of any damage to the yarn supplied, each weaver member will be required to deposit a quarter anna per rupee out of the wages earned by him. The disposal of the amounts so deposited will be regulated by such orders as the Registrar may issue from time to time.

Extension of Scheme.- It will be open to the central society to admit new members at Nagpur or to start and affiliate weavers' co-operative societies at other centres as funds become available and with the approval of the Registrar.

Date of withdrawal of Government Aid.- Government aid will be withdrawn at the end of five years except in the matter of supervision, guidance and audit. Any amount that may have been advanced as working capital from the Government grant will be returnable not later than on the expiry of four years from the inception of the scheme.

Establishment Cost and Working Capital.- The total recurring charges towards establishment will be Rs.8,190 for the period from 1st December 1934 to the 31st March 1936.

As regards working capital each weaver is expected to use on an average raw material up to the value of Rs. 50 per month. For each 100 members the amount required for purchase of raw material will be Rs. 5,000 per month and wages for cloth woven will be up to Rs. 2,500 per month. As 25 per cent of the total value of the cloth will remain outstanding for three months, some additional working capital will be required to be advanced in the initial stages. It is calculated that about Rs. 16,000 out of the total grant for the first 17 months will be advanced in the form of working capital for the society and its subsidiary branch at Kamptee.

(The Indian Labour Journal, 17-2-1935) +

Agricultural Debts in Travancore:

Enquiry Committee Appointed. ✓

The Government of Travancore have resolved to appoint a small committee of officials and non-officials with the Land Revenue and Income-Tax Commissioner with the State as Chairman, to collect data <sup>regarding</sup> ~~investigate~~ the extent of agricultural indebtedness <sup>in Travancore</sup> and <sup>to</sup> examine the various proposals contained in the non-official schemes <sup>for its alleviation.</sup> submitted to Government, ~~and~~ also the methods adopted towards the relief of agricultural indebtedness in the various British Indian Provinces and other Indian States and to suggest such measures of relief as could be given effect to in ~~this state.~~ <sup>Travancore.</sup>

According to the order of the Government, the committee will deal with agricultural indebtedness only. They will frame a suitable definition of the expression "Agricultural indebtedness". The Committee will specifically ascertain the views of the Managers of Banks and other money-lenders on the various proposals for the relief of agricultural indebtedness. They will also consider the question whether a distinction should not be made between the debts incurred prior to 1929 and those incurred from 1929 onwards in respect of the relief to be afforded. The committee will submit proposals for the necessary staff and also for the agency to be appointed, if necessary, to collect data and make an intensive investigation of the indebtedness of the agriculturist in a few typical villages. The final report of the committee <sup>is to</sup> ~~should~~ be submitted to Government not later than three months.

(The Hindu 12-1-1935) ✓

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Rural Indebtedness in Bombay:

Report of Land Mortgage Bank Committee. ✓ +

The Government of Bombay appointed in October 1933 a small committee to examine the question of the development of land mortgage banking in the Presidency with a view to relieving agricultural indebtedness. This committee was appointed as a result of the discussions at the Co-operative Round Table Conference at Poona in June 1933 (vide pages 57-59 of our June 1933 and pages 61-62 of July 1933 Report). It consisted of Mr. K.L.Panjabi, Registrar, Co-operative Societies, Mr. V.L.Mehta, Prof. V.G.Kale, Mr. G.P. Murdeshwar, Dewan Bahadur A.U.Malji, and Khan Bahadur A.A.Deshmukh with Sir Sorabji Pochkhanawala as a co-opted member. The following is a brief summary of the Report:-

Effects of Agricultural Depression.- The agricultural depression unprecedented for its range, extent and severity, has shown the urgency for the provision of long term credit for agriculturists. Owing to the phenomenal fall in prices, the burden of indebtedness has more than doubled, while the margin of profit, owing to the absence of a corresponding fall in the expenses of cultivation, has greatly dwindled. The normal process of transfer of land from improvident agriculturists to money-lenders or good agriculturists has been greatly accelerated, with the result that even good and thrifty agriculturists who contribute to the stability of the rural areas are faced with the necessity of either selling out their land or repudiating their debts.

While the depression has not so far appreciably affected the production of crops, it is bound to do so in the near future. Money-lenders, partly owing to panic and partly to the absence of liquid resources, are not in a position to supply finance for current cultivation. Even the co-operative societies have considerably restricted their operations owing to lack of repaying capacity on the part of the borrowers. There is already a simmering discontent in the rural areas with regard to the cash liabilities of the agriculturists. Political parties, anxious to take advantage of the situation, have the provision of land mortgage credit with State assistance as the main plank of their programme. The chief reason for the institution of land mortgage credit is the necessity to stabilise good and deserving agriculturists who are credit-worthy.

Extension of Land Mortgage System Suggested.- There are certain favourable circumstances for an extension of the land mortgage system at present. Rural money-lenders at present are in a mood to compound their dues by accepting smaller cash payments and this opportunity should not be lost. The programme of debt conciliation can be carried out by the land mortgage banks. This should form an important duty of the land mortgage bank, and cases ~~where~~ where considerable reduction can be secured and which are otherwise eligible should be given preference for finance by the land mortgage banks. The other factor favourable for the institution of land mortgage banks is the abundant supply of funds in the money market and the easy terms on which money against sound security can be raised.

Long-term Credit Essential.- The co-operative credit societies have been unable to cope with this situation, for with the short term resources at their command they have not been able to confer appreciable benefits or to release the grip of the money-lender over the agriculturist. Until short term credit is buttressed by long term credit, it cannot effectively tackle the problem of rural indebtedness. A Government bank for this purpose will be only an extension of the takavi system on an organised basis. The joint stock banks established for this purpose are equally unsuitable for the same reasons, particularly as their aim will be chiefly to get as much profit as possible for themselves. Co-operative banks are more suitable, as the control exercised under the Co-operative Societies Act is sufficiently effective for safe-guarding the interests of Government.

Conditions for Success of Land Mortgage Banks.- The success of the land mortgage banks would depend, besides the suitability of the area in respect of economic conditions, on two main factors, viz. the availability of good workers, both official and non-official, and the supply of capital at as low a rate of interest as possible. Another factor necessary is a low rate of interest and this intimately depends on the measure of assistance from Government, the rigidity of the valuation of the properties mortgaged and the general credit and the resources of the institution issuing the debentures. In order to safeguard Government interests as well as to subsidise these banks, which would otherwise work at a loss in the initial stages, Government should lend the services of valuation officers free of cost, at least for a period of three years, as has been done in Madras.

Government Help Recommended.- The Provincial Government should guarantee the debentures issued by the Co-operative Central Land Mortgage Bank both as regards the principal and interest up to a sum of Rs. 5 millions in the first instance at a rate of interest not exceeding 5 per cent per annum. Debentures should be issued only to the extent of loans advanced and against definite security. The liability to Government would be limited to the extent of the actual issue. In return, Government should nominate

the trustee or trustees for these debentures. Government should lend the services of trained men for these purposes of valuation of assets for a period of three years in the case of each bank, free of charge, and they should also give a grant to the Central Land Mortgage Bank to the extent of the actual deficit in its budget limited to Rs. 10,000 a year.

Banks as Conciliation Agency.- In order to widen the scope of operation of these land mortgage banks and to spread the benefits to as large a number of persons as possible, wherever possible, the land mortgage bank, instead of paying out the entire sum for redemption of prior debt, after effecting a moderation of the debts by amicable settlement, should agree to pay to the creditor in such instalments as could be recovered from the borrower. Such a scheme offers all the advantages of voluntary conciliation of debts at the lowest cost possible and without either restricting the benefits to a narrow section of the public or involving Government in undue risk.

Machinery for Supplying Finance.- With regard to the machinery for supplying this finance, the present arrangement whereby the Bombay Provincial Co-operative Bank performs the functions of a central land mortgage bank is entirely unsuitable. The constitution of a suitable central bank is suggested.

Early Action Recommended:-

In conclusion, the Committee urges the early adoption of their scheme, as the circumstances at present are such as to demand without delay the provision of long term credit on the lines recommended by them. The Committee emphasised particularly the pressing need of the agriculturists to reduce the burden of their cash liabilities, the likelihood of securing facilities from the sowkar for the settlement of their outstanding claims, and the prevalence of abnormally easy conditions in the money market. In case this favourable opportunity is missed, it is warned that the pressure of debt may grow to such an alarming extent that it may lead to agrarian discontent and may shake the foundations of rural economy.

(The Times of India, 14-1-1935)+



Public Health.

Safety First Association of India;

Progress of Bombay Branch during 1934.

Reference was made at pages 51-52 of our November 1932 report to the formation of the Safety First Association of India in Bombay <sup>in November 1932</sup> and at page 68 of our April 1934 report, the progress of the Association during 1933 was reviewed. The Chairman of the Bombay Branch of the Association presented on 31-1-1935 the annual report of the Branch for the <sup>year</sup> 1934. The report states that there is probably no other branch of socio-economic activity more misunderstood, and therefore made more difficult. This attitude of the public is, it is stated, ~~due to the survival of the belief that~~ accidents are due to "acts of God" and cannot be prevented by any amount of care, anticipation and precaution on the part of mankind. The following is a summary of the activities of the Association in the industrial field.

Safety Movement in Schools.- Comment was made in the ~~the~~ last year's programme that the proper place to initiate the Safety Movement was with the school child. Unfortunately there appears to be a feeling that the syllabus is already over-crowded and the primary duty of teachers is to train pupils to pass examinations. Progress in this direction was, therefore, beset with difficulty, but two institutions in Bombay city have expressed their willingness to associate safety with their ordinary curricula.

The past year saw a distinct development in the Lecture-Demonstration Service of the Association; this was availed of by as many as 50 schools in the city and attended by more than 10,000 pupils. The subjects chosen were Home Safety, Road Safety and Fire Safety.

The Committee held training classes on the subject which were attended by members of the Bombay Presidency Women's Council and the Scout Masters' Association of Bombay Schools Committee.

Industrial Safety.- The report draws attention to the work done by the Factory Inspectorate of Bombay in interesting industry

in the formation of Safety Committees in factories. Committees are now functioning in the following organisations with successful results; Royal Indian Marine Dockyard; ~~Best~~ Tramway Workshops *and* ~~Best~~ Omnibus Garage; G.I.P. Railway Workshops; Jacob Sassoon Mill; Messrs. Braithwaite & Co. and in 26 mills in Ahmedabad. It is hoped that with the improvement which has set in industrial conditions and with the increase in responsibility of the industrial ~~unit~~ employer as a result of the new workmen's Compensation and Factory Acts, industrialists will begin to take a more lively interest in the work of the Association.

(Summarised from the Report of the Association for 1934, a copy of which was forwarded to this Office.) +

## Co-operation.

### Progress of Co-operative Movement in India, 1932-33.\* ✓

The Statistical Statements relating to the Co-operative Movement in India during 1932-33 give a detailed record of the main statistics relating to co-operative societies in the several provinces of British India (with the exception of Baluchistan, where the co-operative movement has, as yet, made little progress), and in the Indian States of Mysore, Baroda, Hyderabad, Bhopal, Gwalior, Indore, Kashmir, Travancore and Cochin for the year 1932-33.

Number of Societies and Membership.- The principal types of Co-operative Societies in India are (a) Central Unions (including Provincial and Central Banks and Banking Unions), (b) Supervising and guaranteeing Unions (including Re-insurance societies), (c) Agricultural Societies (including Cattle Insurance Societies) and (d) Non-agricultural Societies (including Insurance Societies). The number of societies of all kinds decreased from 106,050 in 1931-32 to 105,262 during 1932-33. The number of societies per 100,000 inhabitants fell from 33.2 in 1931-32 in British India to 32.9 in 1932-33 and increased from 42.5 to 42.6 for Indian States for which figures are given and fell from 34.4 to 34.1 for the whole of India. The total number of members of primary societies in India fell from 4,294,339 in 1931-32 to 4,282,884 in 1932-33. The number of members of primary societies per 1000 inhabitants fell from 13.5 in 1931-32 to 13.4 in 1932-33 in British India and rose from 16.6 to 16.9 in Indian States for which information is

\* Department of Commercial Intelligence and Statistics, India - Statistical Statements relating to the Co-operative Movement in India during the year 1932-33 - Published by order of the Governor-General in Council.- Delhi: Manager of Publications, 1935. - Price Re.1-10-0 or 2s.9d. - pp.21

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available, and fell from 13.9 to 13.8 for the whole of India. The working capital for all India rose from Rs. 926,915,000 in 1931-32 to Rs. 958,389,000 in 1932-33 and the working capital of co-operative societies expressed in terms of annas per head of population increased from 50 in 1931-32 in British India to 51 and from 36 to 38 in Indian States for which statistics are given and rose from 48 to 49 in the whole of India.

Finances. - <sup>du</sup> 1932-33, 597 Provincial and Central Banks with a membership of 90,394 individuals and 89,572 societies had reserve funds amounting to Rs. 26,356,803, working capital amounting to Rs. 314,183,356 and profits amounting to Rs. 4,463,051. There were 92,503 agricultural societies with a membership of 3,038,600 in 1932-33 having reserve funds amounting to Rs. 77,880,280, working capital amounting to Rs. 343,874,459 and profits amounting to Rs. 14,319,257. Similarly in the case of non-agricultural societies, 10,912 societies with a membership of 1,234,095 had reserve funds amounting to Rs. 16,338,123, working capital amounting to Rs. 185,316,068 and profits amounting to Rs. 6,279,705.

(The Progress of the Co-operative Movement in India during 1931-32 is reviewed at pages 68-69 of our December 1933 report). +

Progress of Co-operation in Delhi Province, 1933-34. ✓ +

The following information is taken from a review published in the Statesman on 17-2-35 of the Report on the working of Co-operative Societies in Delhi Province during 1933-34.

Statistics of Societies.- During the year 1933-34 the total number of societies in Delhi increased from 283 to 288, 6 new societies having been registered and the registration of one cancelled. The total membership of the societies was 10,672, as compared with 9,927 during the previous year. There were 225 agricultural societies, including one cattle breeding and eight consolidation of holdings societies, against 224 in the previous year. Agricultural societies had 5,583 members against 5,236 in the previous year.

Recovery of Amounts Due.- Recoveries of principal and interest during 1933-34 were Rs. 49,769 and Rs. 90,751 against Rs. 31,627 and Rs. 56,696, respectively, during the previous year. Coercive measures were adopted to obtain these payments. There was a welcome reduction in the arrears of interest by about Rs. 2,000; interest for more than 12 months was cleared, which is far in excess of last year's record.

Loan to Members. - The amount of loan to members at the end of the year was Rs. 690,671 as against Rs. 713,449 in the previous year. Efforts were made to reduce the indebtedness of members to whom loans had been made rather carelessly in good years. The loans given to members during the year amounted to Rs. 26,991 against Rs. 25,924 last year. Money advanced to members was lent at 12½ per cent, but during the year there was a general tendency towards a reduction, 97 societies out of 216 bringing their rate down to 9<sup>3</sup>/<sub>8</sub> per cent. Out of Rs. 11,301, the total amount of money advanced, Rs. 2,686 were on account of seed, Rs. 1,974 on account of purchase of cattle, Rs. 1,958 for repayment

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of debt, Rs. 1,306 for purposes of trade and Rs. 1,290 for ceremonies

Non-Agricultural Societies.- Non-agricultural societies, the Review says, consist of 53 credit, 4 thrift, 4 better living and one death benefit society. Of the non-agricultural societies, 32 were limited, 20 unlimited and one industrial. There was a <sup>a</sup>marked increase in membership. Out of the total working capital of Rs. 495,000, only Rs. 12,000 was borrowed from the Central Bank on the security of fixed deposits. A society of depressed classes was started under the presidentship of the Industrial Surveyor, Delhi, and was found to be doing satisfactory work.

Execution of Awards Union.- The Execution of Awards Union, which was started in 1930-31, continued to execute arbitration decrees on behalf of the societies in the province. The number of cases referred to arbitration was 158 against 89 last year and the Union filed 110 awards involving Rs.33,660 as against Rs. 22,053 in the previous year. Only 14 awards were secured with a view to liquidation. There were 12 societies under liquidation at the beginning of the year and the registration of one was cancelled. Five of the societies are under liquidation for more than five years.

(The Statesman, 17-2-35). \*

Co-operation in Travancore:

Report of Enquiry Committee Submitted. ✓

Reference was made at pages 61-62 of our January 1933 report to the appointment by the Government of Travancore of an Enquiry Committee, under the presidentship of Mr. G.K.Devadhar, to report on the progress of the Co-operative movement in the State and to

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make recommendations for future development. (Full details regarding the terms of reference of the Committee were also given in our January Report). The Committee has recently submitted its report which is to be published soon. A brief press summary of the main recommendations in the report, published in the Hindu of 9-2-35, is given below:-

Establishment of Debt Conciliation Boards. - The Committee have recommended, it is understood, the establishment of Debt Conciliation Boards to solve the problem of rural indebtedness and the carrying on of vigorous propaganda for encouraging thrift among the rural population. Marketing officers are to be appointed to find out markets for and improve the qualities of the primary products.

Future Development of Societies. - The Land Mortgage Bank is to be converted into a co-operative institution and branches of the same are recommended to be started throughout the State. No long term loans are to be given by ordinary societies and even the power of giving loans should be entrusted to Land Mortgage Banks. Increase in the number of societies, non-registration of communal societies, limiting members of ~~pr~~ primary societies to 200, development of non-credit societies, opening co-operative stores for every high school and college, starting of societies for encouraging poultry farming, dairy farming, and rural reconstruction are among other recommendations of the Committee.

Societies for Depressed Classes. - Societies for the depressed classes are recommended to be under the control of the Protector of the depressed classes, separate inspectors being appointed for the same. X

Co-operative Institute to be Reorganised. - The Co-operative Institute ought to be reorganised and co-operative unions must be administered, inspected and controlled by the Institute. The Institute should receive a grant from the Co-operative Central Bank. Non-official ladies and gentlemen must be appointed honorary organisers.

Central Co-operative Bank to be Reorganised. - The Central Co-operative Bank must be reorganised and a full time secretary is recommended to be appointed. The representatives and shareholders of the Taluk Banks and primary societies should have their due representation on the Central Bank. Individuals ought not to be members of the Co-operative Central Bank.

Other Recommendations.- Recommendations have also been made for raising the status of the Registrar, providing an Assistant Registrar for each revenue ~~dist~~ division, increasing the number and salaries of inspectors and appointing lady inspectors for the purpose of encouraging co-operative institutions among ladies. The Committee are understood to have urged the need for removing certain defects in the existing co-operative Regulation and to bring it in keeping with the recommendations made.

(The Hindu, 9-2-35). +

*(A Copy of the report, which has been asked for, will be sent to Jenuwa when received at this Office.)*

B. & O. Co-operative Societies Act, 1935. +

At pages 74-75 of our September 1934 report a reference was made to the Bihar and Orissa Co-operative Societies Bill, 1934. The Bill was passed by the Bihar and Orissa Legislative Council on 27-2-1935 with certain modifications.

(The Times of India, 1-3-1935). +



## Agriculture.

### Agricultural Statistics of British India, 1931-32. ✓

The Agricultural Statistics of India, 1931-32, is the forty-eighth of the series started in 1886 with statistics for 1884-85. Vol. I of the annual report deals with statistics for British India and volume II with Indian States. 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 1,814,000 square miles, or 1,161,175,000 acres with a population of 353 millions according to the census of 1931. This may be divided as follows:

	Acres	Population
1. British Provinces (including Indian States within the political Jurisdiction of Local Governments and Administrations).	746,125,000	285,986,000
2. Indian States having direct political relations with the Government of India.	365,808,000	64,205,000
3. Certain specially administered territories in the North-West Frontier Province (Tribal areas, etc.) not included under (1)...	14,536,000	2,102,000
4. British Baluchistan (including administered areas)...	34,706,000	464,000
Total.	<u>1,161,175,000</u>	<u>352,757,000</u>

No returns of agricultural statistics are prepared either for item (3) certain specially administered territories in the North-West Frontier Province, or for item (4) British Baluchistan.

Total Area of British India.— The total area of the British Provinces (item 1 above) shown in this volume - 746,125,000 acres or 1,166,000 square miles - includes 77,255,000 acres, with a

\* Department of Commercial Intelligence and Statistics, India -  
Agricultural Statistics of India - 1931-32 - Vol. 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. - Delhi:  
Manager of Publications. 1934. - Price Rs. 5-8 or 9s. 10d. pp. xxi + 379

population of some 15 millions, belonging to Indian States, which are within the political jurisdiction of Local Governments and Administrations. Thus, deducting 77,255,000 acres belonging to Indian States from the total area of 746,125,000 acres included in British Provinces the remainder, 668,870,000 acres, represents the area of British territory according to professional survey. The agricultural statistics are, however, prepared in a number of provinces or parts of provinces from "village papers", i.e., papers prepared by the village accountants for the purpose of assessment and collection of land revenue. The area of British territory, according to these village papers, for which statistics are given in this volume is 667,058,000 acres, as against 668,870,000 acres according to professional survey.

Classification of Area of British India. - The area of 667,058,000 acres is, for the purpose of Agricultural Statistics, classified as shown below:

	Acres (1,000)	Per cent
Forests. ...	88,566	13.3
Not available for cultivation.	145,614	21.8
Culturable waste other than fallow	155,000	23.2
Current fallows. ...	49,042	7.4
Net area sown. ...	<u>228,836</u>	<u>34.3</u>
Total.	<u>667,058</u>	<u>100</u>

The net area actually sown with crops during 1931-32 was therefore 228,836,000 acres, or 34 per cent of the total area, as against 229,115,000 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 area sown in the year of report amounts to 262,901,000 acres, as against 261,913,000 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 stated below:-

	Proportion of sown to total area	Population per 100 acres of sown area
Delhi. ...	59 per cent	291
United Provinces.	53 " "	135
Bengal ...	49 " "	213
Bihar & Orissa.	47 " "	152
Punjab.	46 " "	85
Bombay ...	41 " "	68
Central Provinces & Berar	39 " "	61
Madras.	37 " "	140
N.W. Frontier Province.	27 " "	113
Ajmer-Merwara.	20 " "	157
Assam.	16 " "	150
Coorg.	14 " "	119
Burma.	11 " "	84
British India	<u>34. " "</u>	<u>119</u>

4

Irrigation Statistics.- The total area irrigated in 1931-32 was 48,729,000 acres, as against 49,697,000 acres in the preceding year. Of this area, 21,611,000 acres were irrigated from Government canals, 3,600,000 acres from private canals, 11,457,000 acres from wells, 6,414,000 acres from tanks, and 5,647,000 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 scarcity of rain. Of the total area irrigated in 1931-32, the Punjab accounted for 29 per cent, the United Provinces 21 per cent, the Madras Presidency 19 per cent, Bihar and Orissa 10 per cent, Bombay 9 per cent, and the other provinces the remaining 12 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 52,229,000 acres in 1931-32. Of this area 85 per cent was under food crops and the remainder under non-food crops. Of the former 18,595,000 acres were under rice, 9,956,000 acres under wheat, 2,363,000 acres under barley, 1,387,000 acres under jowar, 1,139,000 acres under bajra, 1,029,000 acres under maize, 1,991,000 acres under sugarcane, and the remaining 7,861,000 acres under other food crops. Of the irrigated non-food crop area, 2,911,000 acres ~~under other food crops. Of the irrigated non-food crop area,~~ 2,911,000 were occupied by cotton.

Classification of Area Sown.- The gross area cultivated with crops covered 262,901,000 acres in 1931-32. The different classes of crops and the area occupied by each class are stated in the following table:-

	Acres (1,000)	Per cent of total.
Food-grains. ...	205,014	78.0
Condiments and spices. ...	1,594	0.6
Sugar. ...	3,041	1.1
Fruits and vegetables. ...	4,896	1.9
Miscellaneous food-crops.	1,899	0.7
Total food-crops	216,444	82.3
Oilseeds ...	15,882	6.0
Fibres. ...	17,018	6.5
Dyes and Tanning materials.	587	0.2
Drugs and narcotics.	2,322	0.9
Fodder crops.	9,625	3.7
Miscellaneous non-food crops.	1,023	0.4
Total non-food crops	46,457	17.7

Statistics of Live Stock, Ploughs & Carts.- The statistics recorded in the publication under this heading 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 stated below:-

	Number in thousands.				
	Bovine	Ovine	Others	Ploughs	Carts
Ajmer-Merwara ..	446	570	13	48	17
Assam ..	5,661	744	23	1,167	77
Bengal ..	25,287	6,049	116	4,592	860
Bihar and Orissa.	21,308	6,779	227	3,542	625
Bombay ..	11,796	6,421	571	1,583	734
Burma ..	6,223	343	73	814	717
C.P. & Berar. ..	12,500	1,880	158	1,618	1,111
Coorg. ..	139	3	1	29	1
Delhi. ..	127	38	10	17	8
Madras. ..	22,441	20,270	172	4,476	1,235
N.W.F. Province.	1,081	921	189	214	6
Punjab ..	14,294	8,075	1,327	2,324	359
United Provinces	31,459	8,794	764	5,053	998
<b>Total</b>	<b>152,762</b>	<b>60,887</b>	<b>3,644</b>	<b>25,477</b>	<b>6,728</b>

Of the total number of live-stock of the bovine class (153 millions), which is cattle proper, the United Provinces accounted for 21 per cent, Bengal 16, Madras 15, Bihar and Orissa 14, the Punjab 9, the Central Provinces and Berar and Bombay 8 each, 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 (15 per cent), the Punjab (13 per cent), Bihar and Orissa and Bombay (11 per cent each) and Bengal (10 per cent).

Population 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>		
	Per 100 acres of sown area.	Per 100 of population
Ajmer-Merwara. ..	125	80
Assam. ..	99	66
Bengal ..	107	50
Bihar & Orissa. ..	86	57
Bombay ..	37	54
Burma ..	36	43
C.P. and Berar. ..	49	80
Coorg. ..	101	85
Delhi. ..	58	20
Madras. ..	67	48
N.W.F. Province. ..	48	42
Punjab ..	52	61
United Provinces. ..	88	65

It will be seen that the number of cattle per 100 acres of sown area ranges between 36 in Burma and 125 in Ajmer-Merwara, while the number per 100 of population varies from 20 in Delhi to 85 in Coorg. The average for British India, as a whole, is 67 per 100 acres of sown area and 56 per 100 of the population.

(The Agricultural Statistics of India for 1930-31 were reviewed at pages 61-65 of our August 1933 report). †