

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for August 1935.

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

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References to the I. L. C.

The July 1935 issue of Advance, Madras, publishes a communique issued by this Office on 22-6-1935 giving the text of the speech of Mr. Husseinbhoy A. Laljee in the course of the debate on the Director's Report to the 19th I.L.Conference.

\* \* \*

The same issue as above ~~mf~~ publishes a communique issued by this Office on 25-6-1935 giving the text of the speech of Mr. V.M.Ramaswamy Mudaliar on the Director's Report to the 19th I.L.Conference.

\* \* \*

The speech is published also in the July 1935 issue of the H.E.H. the N.S.Ry.Employees Union Bulletin.

\* \* \*

The July 1935 issue of Advance, Madras, publishes a communique issued by this Office on 28-6-1935 giving the text of ~~the speech of~~ Sir Joseph Bhore's speech on the Director's Report to the 19th I.L. Conference.

\* \* \*

The June 1935 issue of the Industries Supplement of Indian Finance, Calcutta, publishes a long editorial article under the caption "Dumping and Indian Industry". The article is based on the speeches of Mr. Husseinbhoy A. Laljee and Sir Joseph Bhore in the course of the debate on the Director's Report at the 19th I.L.Conference. The view is expressed that differences of opinion are occasioned as to what constitutes "dumping" owing to the different meanings attached to the term. The article attempts a definition of "dumping".

The same issue of the Industries supplement publishes a long article examining the various views regarding the nature of dumping and the legislation undertaken by each country to prevent it.

\* \* \*

The July 1935 issue of Advance, Madras, publishes a communique

issued by this Office on 5-7-1935 on Mr. V.M. <sup>Ramaswamy</sup>Mudaliar's speech at the plenary session of the 19th I.L.Conference in moving certain amendments on the subject of recruiting of labour.

\* \* \*  
 The same issue as above ~~is~~ publishes a communique issued by this Office on 6-7-1935 giving the text of the speech of Mr. Hussein-bhoy A. Laljee in support of Mr. Mudaliar's amendments referred to above.

\* \* \*  
 The July 1935 issue of "Labour", Calcutta, publishes a short editorial note on the adoption by the 19th Session of the I.L.Conference of Mr. V.M. Ramaswamy Mudaliar's resolution re. wage fixing machinery. The note states that such machinery is necessary for India in view of the tendency of employers and government to lower wages from time to time.

\* \* \*  
 The Anglo-Gujarati Quarterly Journal of the Indian Merchants' Chamber publishes an editorial article drawing attention to the various features of the Director's Report to the 19th I.L.Conference.

\* \* \*  
 The Hindustan Times, dated 5-9-35 publishes a review of the Report of the Director of the I.L.O. to the 19th I.L.Conference.

(The review was furnished by this Office.)

\* \* \*  
 The September 1935 issue of the National Christian Council Review publishes a long review of the Report of the Director to the 19th I.L.Conference.

\* \* \*  
 The third quarterly issue for 1935 of "Contemporary India", Lahore, publishes at pages 491-492 a long review of the Director's Report to the 19th I.L.Conference. (Cutting not sent).

\* \* \*  
 The July 1935 issue of the Anglo-Gujarati Quarterly Journal of

the Indian Merchants' Chamber, Bombay, publishes, in "The Events of the Quarter" column, ~~of~~ a short note to the effect that the question of juvenile unemployment will come up for discussion at the 19th I.L. Conference.

\* \* \* *Certain*  
 The Times of India dated 29-8-1935 publishes ~~of the~~ statistics of the unemployed youth <sup>*of the world*</sup> based on data collected by the I.L.O.

\* \* \*  
 The Hindustan Times dated 11-8-1935, the Times of India dated 14-8-1935, the Leader dated 18-8-1935 and "Good News", dated 19-8-35 publish a communique issued by this Office on 10-8-1935 on the steps that are being taken by the I.L.O. to implement the 40-Hour Week Convention.

\* \* \*  
 The July 1935 issue of H.E.H. the N.S. Railway Employees' Union Bulletin, Secunderabad, publishes the reproduction of an article on the 40-Hour Week contributed by Mr. J. Schorsch to "Industrial News", London.

\* \* \*  
 The Indian Labour Journal, Nagpur, dated 25-8-35 reproduces from the New Dawn an article under the caption "The 40-Hour Week" contributed by Mr. Rhys J. Davis<sup>e</sup>, M.P.

\* \* \*  
 The July 1935 issue of the Labour Gazette, Bombay, and the May and June 1935 combined issue of Trade Union Record publish a communique issued by this Office on 17-7-1935 reviewing the results of the 19th I.L. Conference.

\* \* \*  
 The August 1935 issue of the Union Herald, Bombay, publishes a long editorial article on the I.L. Conference. The most important achievement of this year's session is claimed to be the adoption of the Convention on the 40-hour week. The article also analyses the various views expressed on the subject. A brief review of the other

results of the Conference is also made.

\* \* \*

Federated India, Madras, dated 7-8-1935 publishes an article under the heading "I.L.Organisation: A Retrospect and a Prospect". The article reviews the origin and progress of the I.L.O. and ~~reviews~~ the results of the 19th I.L.Conference.

\* \* \*

The Hindu dated 26-8-1935, "Good News", Madras, dated 28-8-1935, the Hindustan Times dated 23-8-35 and the Indian Labour Journal, Nagpur, dated 25-8-1935 reproduce/ an article published in the August 1935 issue of "Labour", London, under the caption: "The Future of the I.L.O." Copies of the article were forwarded to these papers by this Office.

\* \* \*

Federated India, Madras, dated 31-7-1935 publishes extracts from items: "Unemployment Insurance and Relief", "Reduction of Hours of Work", "Soviet Russia in the Depression", and "Changes in World Industry" included in the I.L.O. News Bulletin No.6(b) (June 1935),

\* \* \*

The July 1935 issue of the Anglo-Gujarati Quarterly Journal of the Indian Merchants' Chamber, Bombay publishes the item from the I.L.O.News Bulletin No.6(b) (June 1935): "Unemployment and its Remedies."

\* \* \*

The National Call dated 16-8-1935 publishes the I.L.O. News Bulletin No.7 (July 1935).

\* \* \*

The "Industrial Bulletin" issued by the Employers' Federation of India, Bombay, dated 12-8-1935 publishes the items: "Changes in World Industry" and "Soviet Russia in the Depression" included in the I.L.O. News Bulletin No.6(b)(June 1935).

\* \* \*

The Leader dated 14-8-1935 publishes a photograph of Mr. Hussein-bhoy Laljee taken on his return from Geneva after attending the last

I.L.Conference.

\* \* \*

"Commerce and Industry", Delhi, dated 30-7-1935, the July 1935 issue of the Indian Textile Journal, Bombay, and the July 1935 issue of the Industries Supplement of the Indian Finance, Calcutta, publish a communique issued by this Office on 23-7-1935 on the textile enquiry now conducted by the I.L.O.

\* \* \*

"Good News", Madras, dated 29-7-1935, the Hindu dated 31-7-1935 the Indian Labour Journal, Nagpur, dated 4-8-1935 publish a second communique issued by this Office on 24-7-1935 on the I.L.O. textile enquiry.

Times\* \* \*

The Hindustan/and the Amrita Bazar Patrika dated 11-8-1935 publish a press note issued by Mr. Subhas Chandra Bose from Karlsbad, advising India to resign her membership of the League Organisations.

~~The Hindustan Times and the~~

In the press note Mr. Bose maintains that the existence of the League is politically advantageous to the bigger powers only and that the bigger powers get out of the League Organisations, even from the financial aspect, amounts equal to or greater than what they contribute through the high salaries drawn by their nationals employed in the League and I.L.O.Secretariats. India, it is pointed out, gets practically no benefits from her membership,"as India is invariably represented at meetings either by Britishers or by denationalised Indians. And, as for the Secretariat, there are two ill-paid Indians at the League Headquarters and three or four ill-paid Indians at the I.L.O. in Geneva.....In the light of the above facts, I ask my country men if it is worthwhile for India to waste her meagre resources in maintaining this Geneva While Elephant". Mr. Bose suggests that the members of the Legislative Assembly should ask the Government of

India to request the Secretary General of the League to furnish information re. (1) the contribution made by each State-Member, (2) the total number of the League officials and employees belonging to each country that is a member of the League, and (3) the total amount drawn as salary each year by the above officials and employees belonging to each nation which is a State Member of the League.

The Amrita Bazar Patrika dated 13-8-1935 publishes an editorial article under the caption "India and the League of Nations" commenting on the above Press Note. It states that while India's resignation of her membership from the League organisations will mean a huge saving such a step will not be attended by any dis-advantages, as according to the paper, "her membership of the League confers no advantage at all". It is suggested that India is "forced" by Britain for her own benefit to be a member. The article advocates the launching of strong propaganda against India's continuing to be a member of the League.

\* \* \*

The Amrita Bazar Patrika dated 21-8-1935 also publishes a short editorial note approving of Mr. Subhas Chandra Bose's proposal. It says: "But what advantage does she (India) get as a result of her membership of a body which is to all intents and purposes an Imperialist organisation? There is not a single Indian on the League Council and as regards the position and number of our countrymen in the League Secretariat, the less said the better. Moreover India has suffered and is still suffering from numberless political and economic ills, but the great League has never condescended to pay any heed to them."

The Leader dated 17-8-1935 also publishes an editorial note supporting Mr. Bose's suggestion.

\* \* \*



The Hindustan Times dated 18-8-1935 publishes a news item to the effect that Mr. Akhil Chandra Dutta has given notice of a recommendation in the Legislative Assembly urging India's withdrawal from the League.

\* \* \*

The Amrita Bazar Patrika dated 11-8-1935, the Leader and the Hindu dated 12-8-1935, the Times of India dated 13-8-1935 and "Good News", Madras, dated 15-8-1935 publish a news item to the effect that the Government of India are contemplating the total prohibition of women in underground work in mines in pursuance of the I.L. Convention on the subject.

\* \* \*

The "Insurance World", Calcutta, publishes the Government of India's circular letter regarding the action to be taken on the I.L.O. Draft Convention re. Workmen's Compensation for Occupational Diseases.

\* \* \*

The Indian Labour Journal, Nagpur, dated 4-8-1935 reproduces a first instalment of the article: "The Contract of Employment: The Social Importance of its Legal Regulation" contributed by Mr. E. Herz to the International Labour Review.

\* \* \*

The Indian Labour Journal, Nagpur, dated 11-8-1935 reproduces the second instalment of ~~an~~ the above article and the third instalment is published in the issue of the Journal dated 18-8-1935.

\* \* \*

In the course of a communication from the Assistant Secretary, All India Railwaymen's Federation, to the National Trades Union Federation in connection with the strikes in the Savana Mills, Pondicherry, it is complained that the French Government has failed to honour the Treaty of Versailles and the I.L.O. Draft Conventions she has ratified by not applying them in her colonies and possessions. ~~That~~

A summary of the letter is published in the Hindu dated 10-8-1935.

\* \* \*

At The General Body meeting of the M.& S.M.Railway Union (Madras Branch) held at Madras on 16-8-1935, Mr. S.Guruswami, Assistant Secretary, All India Railwaymen's Federation, speaking on the recent textile strike at Pondicherry complained that in spite of France being a member of the I.L.O. and having ratified many I.L.Conventions, some of the ratified conventions are not being ~~applied~~ given effect to in Pondicherry. Mr. K.S.Ramaswami Sastri, the Chairman, in his concluding remarks observed that the Conventions are not given effect to because League Organisations are powerless to enforce them.

\* \* \*

The Statesman dated 5-8-35, the National Call dated 6-8-35, and the Leader dated 7-8-1935 publish an Associated Press of India message summarising the proceedings of the Trade Union Unity Conference held at Bombay on 4-8-1935. The Conference discussed among other matters the question of Indian Labour representation at sessions of the I.L.Conference.

The Hindustan Times, dated 5-8-35 publishes a United Press of India message on the above.

The National Call dated 7-8-35 publishes further details of the above.

\* \* \*

The Indian Labour Journal, Nagpur, dated 25-8-1935 reproduces an article contributed by Mr. N.M.Joshi to the Hitavada, Nagpur, on the recent Trade Union Unity Conference. Many references regarding the question of Indian labour representation at I.L.Conference are made in the course of the article.

\* \* \*

The Amrita Bazar Patrika, dated 4-8-1935 publishes the views of the United Provinces Trade Union Congress on the subject of Holidays with Pay.

\* \* \*

The Indian Labour Journal, ~~published~~ Nagpur, dated 4-8-1935, publishes an article under the heading "What Congress has done for Labour", reviewing the work of the Congress Party in the Legislative Assembly. Extensive references are made in the article to the support extended by the Party to the I.L.O. Draft Conventions which came up for discussion in the Assembly. (Cutting not sent).

\* \* \*

The Hindustan Times dated 15-8-1935 publishes an article under the caption "Educated Unemployment" by Prof. M.H. Vaswani. In the course of the article figures relating to unemployment taken from statistics published by the I.L.O. are given.

\* \* \*

The May and June 1935 combined issue of the Trade Union Record, Bombay, publishes the text of resolutions passed at a meeting of the General Council of the National Trades Union Federation, held at Bombay on 10-5-1935. Some of the resolutions dealt with various aspects of the work of the I.L.O.

\* \* \*

The July 1935 issue of the Labour Gazette, Bombay, reproduces the note on the Japanese Association for Social Legislation published in ~~the~~ Industrial and Labour Information dated 3-6-1935.

\* \* \*

The annual Report of the Buyers and Shippers Chamber, Karachi, for 1933-34 publishes the substance of a Government of India Communiqué issued on 16-2-1933 regarding the items on the agenda of the 18th I.L. Conference.

\* \* \*

The third quarterly issue for 1935 of "Contemporary India", Lahore, publishes at page 335 an article under the caption: "Post-war Tendencies in India's Over-Seas Trade" contributed by Dr. Lanka Sundaram. Reference is made in the course of the article to India's position in the I.L.O.

\* \* \*

The Indian Labour Journal, Nagpur, dated 4-8-1935, the Hindu dated 5-8-1935, "Commerce and Industry" dated 6-8-1935 and the Leader dated 7-8-1935 publish a communique issued by this Office on 29-7-35 reviewing the I.L.O. Year-Book—1934-35.

\* \* \*

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

1. Federated India, Madras, dated 31-7-1935 reproduced items: "Unemployment Insurance and Relief", "Reduction of Hours of Work" "Soviet Russia in the Depression" and "Changes in World Industry" from the I.L.O. News Bulletin No.6(b) (June 1935).

2. July 1935 issue of Anglo-Gujarati Quarterly Journal, Bombay, reproduced item "Unemployment and its Remedies" from News Bulletin No.6(b) (June 1935).

3. The National Call dated 16-8-1935 reproduced item "Unemployment among Young Persons" from News Bulletin No.7 (July 1935).

\* \* \*

No messages having reference to the I.L.O. emanating from Reuter or other European news agencies and press correspondents were published in the Indian press during ~~July~~ August 1935. +

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Ratifications.

Workmen's Compensation for Occupational Diseases:

Views of the Bombay Chamber of Commerce. +

Reference was made at pages 19-20 of our June 1935 report to the Government of India's circular letter to provincial governments regarding the action to be taken on the I.L.O. Convention re. workmen's Compensation for Occupational Diseases. The Committee of the Bombay Chamber of Commerce have submitted the following comments on the subject:

1. Silicosis. It would appear that the incidence of this disease was mostly confined to workers engaged in rock boring. The Committee considered, however, that the disease should be included in the Schedule.

2. Arsenic Poisoning should be included in the Schedule.

3. Poisoning by the halogen derivatives of hydrocarbons of the aliphatic series. As far as the Committee were aware the mixing of Lead Tetra-Ethyl with aviation spirit was not done by any oil company in Bombay. The Committee were informed that it was done in Karachi. Owing to the great danger of poisoning the process was carried out under strict rules laid down by the Ethyl Export Corporation. The Committee considered that the disease mentioned in paragraph 3(3) of the letter from the Government of India should be included in the Schedule.

4. Pathological manifestations due to radium and other radioactive substances or to X-Rays. The incidence of this disease would be confined almost entirely to unskilled workers in hospital and the Committee considered it should be included in the Schedule although it was possible that cases would be rare.

5. The Committee believed that known cases of epithelomatous cancer of the skin were rare and that with ordinary care this disease could be avoided. They considered, however, that it should be included in the Schedule.

(Extracted from the Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during July 1935).+

Prohibition of Employment of Women Underground  
in Mines: Views of B. & O. Mining Board. +

The Government of India have, it is understood, referred a draft of certain regulations for prohibiting the employment of women underground in all mines to the Mining Boards in Bengal, Bihar and Orissa and the Central Provinces and the Local Governments. At a meeting of the Bihar and Orissa Mining Board held on 15-7-1935 this question was considered and the following resolutions were passed:

1. The Board fully agree on the advisability of prohibiting the employment of women underground in mines. There was no objection to the prohibition taking effect from the 1st July 1936, the date proposed by the Government of India. This should be the latest date.

2. The Board considered that this was an opportune moment for reconsidering the question of the exclusion of women from working in coal quarries also.

The Committee of the Indian Mining Association have strongly supported the above resolutions and in addressing the Government of India in the matter they expressed the hope that an early announcement would be made by Government on the subject of the total prohibition of the employment of women underground in mines and in coal quarries.

(Summarised from the Proceedings of a Meeting of the Committee of the Indian Mining Association held on 15-8-1935). +

## National Labour Legislation.

Reference was made at pages 26-27 of our July 1935 report to the decision of the Government of Travancore to introduce shortly four labour Bills in the State Legislature for the registration and recognition of trade unions, the grant of workmen's compensation and the settlement of trade disputes, as well as for the revision of the Travancore Factories Regulation. Below are given the statements of Objects and Reasons and the Notes on clauses appended to the four Bills.

### The Travancore Factories Bill, 1935.-

The law at present in force in Travancore to regulate labour in factories is contained in the Travancore Factories Regulation that was passed in 1089 (corresponding to 1913 A.D.). It was modelled on the then Statute of British India relating to factory labour, the Indian Act XII of 1911. That Act subsequently underwent large changes by various Amending Acts, passed from 1922 to 1931. And quite recently a very searching inquiry was made as regards labour conditions in India. As a result the factory statute in British India was thoroughly recast by an Act passed last year, the Indian Factories Act, 1934, Act XXV of 1934, which enacts various substantial provisions designed to secure the welfare of workers in factories. Factory labour conditions in Travancore are not materially different from those in British India. In the interests of labour as well as of the industries, it is desirable that the law in this respect should be uniform with that in British India. There has also been demand in Travancore that such uniformity should be effected. This Bill has accordingly been prepared and it is drawn quite closely on the lines of the Indian Act. The more important changes proposed by the Bill are indicated in the following Notes.

#### Notes on Important Clauses.

(In these Notes "Section" denotes a Section of the present Regulation).

Clause 2. The definitions have been generally revised and supplemented making them accurate and exhaustive and those defining the manufacturing process and determining when a person is employed have been simplified. The definition of "factory" has been modified and enlarged so as to cover those establishments which employ 20 or more persons in any day in the year. Cf. clause 2 (J) with Sections 2(3) and 3(1).

Clause 3. It is desirable that an accepted time should be observed. Hence this clause.

Clause 4. A differential treatment is proposed for seasonal and non-seasonal factories in the ~~and~~ matter of adult hours and in other respects. Hence this clause.

Clause 5. This clause empowers Government to bring workshops not using power and the smaller power-factories within the scope of the Regulation. It is proposed that Government should be empowered to supply the Regulation to workshops in full or in part. Provision has

been made in sub-clause (2) for the notification of classes of premises where necessary, and sub-clause (3) is designed to ensure that a notification of Government does not remain in force after the conditions justifying its issue have ceased to apply. Cf. clause 5 with Section 3.

Clause 6.- Reproduces in substance Section 53 but it is proposed that notifications should be limited to specified factories as there is no occasion for notifications applicable to classes of factories.

Clause 7.- This is a new clause designed to enable Government to exempt from the Regulation premises which by reason of a change in their use should no longer be treated as factories.

Clause 8.- Cf. Section 55.

Clause 9.- Cf. Section 33.

Clauses 10 and 11. Cf. Sections 4 and 5. A provision has been ~~made~~ added for the appointment of a Chief Inspector.

Clause 12.- This corresponds to Sections 6 and 8.

Clause 13.- This combines the provisions of Sections 9(a) and 37(2)(e).

Clause 14.- Sub-clauses (1) and (2) are based upon Section 9(c) and Section 37(2)(g), while sub-clause (3) is based on Section 10. Sub-clause (4) is designed to enable Government to do by rules for classes of factories what Inspectors under sub-clause (3) can do by orders for single factories.

Clause 15, sub-clause (1).- This sub-clause enables Government to prescribe standards for the cooling properties of the air in factories in which the humidity of the air is artificially increased and also to regulate the methods used for artificial humidification. Sub-clause (2) and (3) reproduce the substance of Section 12.

Clause 16.- This is intended to protect workers against the effects of excessive heat in factories.

Clause 17.- This combines the provisions of Section 9(b) and Section 37(2)(f) with an addition enabling Government to prescribe standards of floor space either generally or for a particular classes of factories.

Clause 18.- Sub-clauses (1) and (2) reproduce the substance of Section 11. In sub-clause (3) it is proposed to enable Governments to prescribe standards of lighting by rule for particular classes of factories.

Clause 19.- Sub-clauses (1) and (2) reproduce Sections 14 and 37(2)(1). Sub-clause (3) is new and is intended to protect workers.

Clause 20.- This combines Sections 13 and 37(2)(h). The proviso to the former Section has been omitted.

Clause 21.- Cf. Section 15. The maximum number of persons who may occupy a room in which the doors open inwards has been reduced to 20 and the saving in favour of factories erected before 1089 has been omitted.

Clause 22.- This is new prescribing precautions against fire.

~~Section 23~~ Clause 23.- Cf. Section 16.

Clause 24.- Cf. Section 18.

Clauses 25 and 26.- Clause 26 gives power to Inspectors to issue orders requiring action to be taken where any building, machinery or plant has become dangerous and prohibiting the use of dangerous buildings etc., pending repairs in cases of necessity. But an Inspector may have reason to fear that the use of any building machinery or plant involves danger without having sufficient data to warrant him in issuing definite orders requiring its alteration or repair. Clause 25 enables Inspectors to secure the requisite information when necessary. See. also clause 33(3).



Clause 27.- This corresponds to Section 19; it is however proposed to extend to the oiling of machinery the prohibition which at present applies to the cleaning of machinery, and to extend it to work done between moving parts as well as between fixed and moving parts.

Clause 28.- This clause gives power to exclude non-working children from factories or parts of factories, with a view to their protection.

Clause 29.- reproduces Section 20.

Clause 30.- This reproduces Section 31 with a small amendment to secure that notices are given not only of accidents resulting in death or serious injury, but also of those in which the injury is of any nature which may be prescribed in this behalf.

Clause 31.- This corresponds to Section 50. The period for an appeal has been extended to 30 days.

Clause 32.- This clause enables rules being made inter alia for the protection of workers against accidents in factories.

Clause 33.- Sub-clauses (1) and (2) enable rules being made for the provision of shelter for workers during rest intervals and for rooms being reserved for children belonging to women workers.

Sub-clause (3) is designed, along with the provisions of clauses 25 and 26, to protect workers against dangers arising from the use for factory purposes of unstable buildings. It is limited to factories erected or taken into use after this provision comes into force.

Sub-clause (4) is designed to enable the Government to secure the protection of the worker against special hazards arising from the use of particular processes.

Clause 34.- The main part of this ~~ix~~ clause provides for the restriction of weekly adult hours in non-seasonal factories to 54. The limit for seasonal factories is fixed at 60 hours. In the proviso a special exception is made in favour of factories where the processes must go on throughout the day, such as factories providing electric power and light, water works, etc.

Clause 35.- Cf. Section 22. Sub-clause (2) providing for the cancellation of notices on the part of the employer is new.

Clause 36.- This clause restricts the maximum daily work for adults in non-seasonal factories to 10 hours. In seasonal factories a male worker may work up to 11 hours a day.

Clause 37.- This corresponds to Section 21, but substantial changes have been made in the interests of the workers.

Clause 38.- This is designed to require the hours of work being so arranged that the worker gets a reasonably long period away from the factory on each day.

Clauses 39 and 40.- These correspond to Sections 26 and 36, but certain changes have been made. Opportunity has been taken, by inserting separate sub-sections relating to the various methods by which factory hours are arranged, to make it clear that hours need not be fixed separately, for each individual worker. It is provided that notice of periods of work for adults should be sent to the Inspector, before the factory begins work; in order to prevent the

evasion of the Regulation, it is proposed to provide that changes should be notified to the Inspector before they are made, and that his previous sanction should be required if a change has to be made within a week of the previous change.

Clause 41.- Sub-clause (1) corresponds to Section 35, but it has been remodelled, Sub-clause (2) is based on Section 37(2)(1); the addition relating to the preservation of the register is new.

Clause 42.- This clause is new.

Clause 43.- This clause enables rules being made for certain exemptions and for conditions of the exemptions.

Clause 44.- This provides for certain exemptions which cannot suitably be made by rules.

~~Clause 44.- This is a new provision designed to meet the~~

Clause 45.- This clause corresponds to Section 24. The provisos are new.

Clause 46.- This is a new provision designed to meet the difficulties of factories working on shifts.

Clause 47.- This provides for extra pay for overtime work.

Clause 48.- Cf. Section 25.

Clause 49.- This is designed to give Government power to control the working of multiple shifts.

Clauses 50 to 59.- These make special provisions for non-adult work. Employment of children below 12 years of age is entirely prohibited. Sections 25, 26, 27 and 28 may be compared.

Clauses 60, 62 to 69. These embody, with the necessary consequential additions, Sections 41, 43 and 44. Clause 68 is new.

Clause 61.- This is designed to secure in suitable cases adequate penalties in the case of repeated offences.

Clause 70.- This is a new clause designed to ensure that whenever possible the person responsible as occupier is clearly designated.

Clause 71.- This reproduces Section 42.

Clause 72.- Cf. Section 46. The provision is at present limited to parts of the factory where certain work is carried on. It is proposed to extend it to all parts of the factory where children are employed.

Clause 73.- This corresponds to Section 47.

Clause 74 and 75.- Of Sections 48 and 49. The proviso to clause 75 is new.

Clause 76.- Cf. Section 36(1).

Clause 77.- Cf. Section 38.

Clause 78.- This is based on Sections 39 and 40, but the exception contained in Section 39(1) has been omitted.

Clauses 79 and 80.- These reproduce Sections 54 and 56.

#### The Travancore Workmen's Compensation Bill, 1935.

The essential object of this Bill is to provide for the payment by certain classes of employers to their workmen of compensation for injury by accident. The number of workmen employed in what may be called "hazardous" occupations whether in factories or otherwise

is on the increase and is likely to continue to increase. In British India and most other civilised countries there is special legislation providing for the payment of compensation in case of injury caused to such workmen in the course of their employment. In British India an Act, the Workmen's Compensation Act, 1923, was passed in 1923, and subsequently it received some amendments. Recently, as a result of inquiry made into labour conditions in British India by a Royal Commission, the Act underwent very many substantial changes, by Act XV of 1933. It is desirable in the interests of labour, and even of the industry itself, that there should be special law enacted in Travancore for workmen's compensation and that the law should be uniform with that in British India. This Bill has accordingly been prepared, and it is drawn closely on the lines of the enactment now in force in British India.

2. Speaking generally, the Bill lays down (a) who the persons (workmen) are that are entitled to claim compensation, (b) who the persons are that are liable to pay the compensation, (c) what the conditions are that should be fulfilled before compensation is recoverable, (d) what the method of calculating the compensation amount is and (e) what procedure should be followed in proceedings under the proposed enactment.

3. What the classes of workmen are who can claim compensation are specified by the definition of the term "workmen" given by Clause 2(1)(n) read with Schedule II. Other classes of workmen may, if found necessary, be brought within the purview of the measure by Government by notification.\* Clause 3 lays down that if personal injury (whether resulting in death or resulting in disablement, total or partial or permanent or temporary) is caused to a "workman" by accident arising out of and in the course of his employment, his employer shall be liable to pay compensation in accordance with the provisions of this measure. The contracting of any disease peculiar to any employment (occupational disease) is presumed for purposes of compensation, to be an injury by accident arising in the course of the employment. The amount of compensation payable is dealt with in Clauses 5 to 7. The right to compensation, the liability to pay it and the amount of it are proposed to be settled by the Commissioners appointed under the Regulation, and they will proceed in a more or less summary manner. The decision of the Commissioner will generally be final but in some limited cases, involving questions of law, an appeal will lie to the High Court. The Commissioner will collect the compensation amount and see to its proper distribution if necessary. Certain special provisions are made for ensuring that compensation reaches and benefits the persons intended to be benefited

#### The Travancore Trade Disputes Bill, 1935.

There has been some industrial unrest in the country recently. It is considered desirable that some machinery should be devised for the investigation and settlement of industrial disputes. This Bill has accordingly been prepared on the lines of the Trade Disputes

Act, 1929 (Indian Act VII of 1929). Clauses 3 to 14 of the Bill relate to the establishment of tribunals for the investigation and settlement of trade disputes. The tribunal may be either a Court of Inquiry or a Board of Conciliation. The Court of Inquiry will ordinarily be composed of persons having no direct interest in the dispute and will investigate and report on such questions connected with the dispute as may be referred to them. The Board of Conciliation will ordinarily include representatives of the parties to a dispute and will try to secure a settlement of the dispute. Both the Court of Inquiry and the Board of Conciliation will be able to enforce attendance of witnesses and the production of documents, and their reports are to be published. Neither party will be under any obligation to accept the findings of the Court or the advice of the Board and in cases where the dispute is not brought to an end during the deliberations of the tribunal that has been appointed, reliance is placed on the force of public opinion which will be enabled by the publication of the report of the tribunal to arrive at just conclusions on the merits of the dispute. Clause 15 relates to what is called public utility services. This clause makes it a penal offence for workers employed in public utility services to strike without previous notice, and also provides penalties for persons abetting such an offence; this is based on the principle that persons whose work is vital to the welfare of the community generally should not be entitled to enter into a strike before sufficient time has been given to examine the merits of their grievances and to explore the possibilities of arriving at a peaceful settlement. Correspondingly, lock-outs without previous notice is also made penal. Clauses 16 to 18 contain certain special provisions relating to illegal strikes and lock-outs. These clauses are applicable only in the case of strikes and lock-outs which satisfy both of two conditions; in the first place, the strike or lock-out must have other objects than the mere furtherance of a trade dispute within the industry to which the strikers or employers belong, and, in the second place, the strike or lock-out must be designed to coerce Government by inflicting hardship on the community. If these conditions are satisfied, the strike or lock-out becomes illegal; and illegal strikes and lock-outs are sought to be discouraged and penalised.

#### The Travancore Trade Unions Bill, 1935.

The essential object of this Bill is to safeguard the right of industrial combination whether for the purpose of improving the wages or conditions of labour or of increasing the profits of capital. There has been some industrial organisation in the country accompanied though, it may be perhaps, with some unrest recently. It is proposed by this Bill to provide for the registration of such organisations (called Trade Union in this Bill) functioning on the right lines and to confer some privileges and immunities on such organisations.

A "Trade Union" making the necessary application will on compliance

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with certain stated conditions, designed to ensure that the Union is a bona fide Trade Union and that adequate safeguards are provided for the rights of its members, be entitled to registration. The Union and its members will thereupon receive protection in respect of certain legal liabilities. No restriction is placed upon the objects which the registered Trade Union may pursue. But the expenditure of its funds must be limited to specified Trade Union purposes. The legal position of Trade Unions which do not register, whatever it is, will be unaffected by this measure. In other words, the measure is purely permissive. But in view of the important privileges and immunities conferred upon registered Trade Unions by this measure and in view of the disabilities under which ~~an~~ unregistered Trade Unions may labour, all Trade Unions will find it to their advantage to register themselves under this measure in spite of certain obligations imposed upon them by reason of such registration.

This Bill is drawn on the lines of the Indian Trade Unions Act, 1926; there has been some demand in the country for the enactment of a legislation on the lines of that Act.

(Extracted from copies of the Bills forwarded to this Office by the Government of Travancore).

(One copy each of the Bills were forwarded to Geneva with out Minute A.8/1472/35 dated 8-8-1935). +

Returns Under the Factories Act; Rule Notified.

Reference was made at page 18 of our April 1935 report to the Government of India notification re. proposed rules to regulate returns from employers under the Indian Factories Act. Attention is now directed to pages 993-994 of Part I of the Gazette of India dated 10-8-1935 where the final rules on the subject are published. +

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Factories Regulation in Mysore:

Select Committee Report. ✓

The Select Committee to which the Bill to consolidate and amend the law regulating labour in factories in Mysore was referred (vide pages 15-22 of ~~the~~ July 1935 report of this Office), have submitted the following Report:-

1. We consider that it is not desirable that women should be allowed to work in factories after night fall. Though the hour 7-30 P.M., may be suitable for certain parts of India as the hour beyond which women shall not be allowed to work, it is in our opinion not suitable to Mysore and we have changed it to 7 P.M.

2. It is the opinion of the majority of the Committee that the Government should have the power to require a factory employing a large number of children to provide education for such workers in such subjects and up to such standards as may be prescribed or approved by the Government. Accordingly we have numbered clause 59 of the Bill as sub-clause (1) and added the following as sub-clause (2):-

"59(2) The Government may also make rules requiring that in any specified factory wherein more than fifty children are ordinarily employed, provision shall be made for the education of such children in such subjects and up to such standards as may be prescribed or approved by the Government."

(The Indian Labour Journal, 16-8-1935). +

Conditions of Labour.Working of the Workmen's Compensation Act inMadras, 1934.\* ✓

Returns under Section 16. - There were 1,273 factories and 128 mines in commission during the year. Of these 1,401 establishments, 1,300 submitted returns. Of the 101 establishments which did not submit returns, 38 were not in normal working condition due to various causes. \* The remaining 63 establishments were in full commission during the year but failed to comply with the provisions of the Act. The number of defaulters in 1933 was 78. Of these, the occupiers of 76 establishments were served with registered notices to show cause why they should not be prosecuted under section 18-A (1) (d) of the Workmen's Compensation (Amendment) Act. The authorities were satisfied with their explanations and dropped the question of prosecuting them. Formal warnings were, however, issued to 15 defaulters.

Statistics of Accidents and Compensation.- Accidents were reported in 164 returns. 15 cases of death, 68 cases of permanent disablement and 875 cases of temporary disablement were reported in these 164 returns as against 16 cases of death, 48 cases of permanent disablement and 760 cases of temporary disablement reported in 1933. The compensation reported to have been paid in cases of death, permanent disablement and temporary disablement, was Rs. 11,917-8-0, Rs. 11,809-14-6 and Rs. 8,268-5-0, respectively, as against Rs. 6,970, Rs. 9,508-4-6 and Rs. 7,578-7-1, respectively, paid during the previous year. No compensation was paid in eight cases of death.

The Calcutta Claims Bureau applied ~~to the Government~~, as usual, for getting the sanction of the Local Government permitting the Bureau to submit the annual returns on behalf of the employers, who insured their liabilities under the Act with the various insurance companies, which are members of the Bureau. The requisition was received on the 22nd March 1935. As the Bureau did not apply for permission sufficiently early, the Inspectors of Factories collected the returns

\* Government of Madras - Public Works and Labour Department - G.O.No. 1430L., 21st June 1935 - Workmen's Compensation Act, 1923 - Working-1934 - Report. *ff-11*

from the employers direct and forwarded them ~~to the Court~~. The Bureau was, therefore, informed that it was too late to address Government. The number of employers on behalf of whom the Bureau applied for permission was 110 as against 59 in 1933.

Number of Cases Filed.- ~~The consolidated statements xix, xx and xxi are appended.~~ The number of cases pending at the commencement of the year was 16. The total number of cases filed for disposal was 166 as against 117 cases filed and transferred during the previous year. Of these 182 cases, 142 cases were disposed of during the year and 40 cases were pending at the close of the year. 30 of these pending cases have since been disposed of.

Enquiry re. Dependents Under Malaya Workmen's Compensation Act.- As there was no provision in the Act for the transfer for disposal of cases by the Commissioners in the Federated Malay States to the Commissioners in India, the former sent requisitions through the Agent of the Government of India in British Malaya to enquire and report about the dependants in India of workmen who died of accidents in Malaya. Enquiries were made and certificates about the dependants of deceased workmen issued in 15 cases. In a few cases, the compensation allotted to the dependants in India was sent to the Court at Madras for disbursement.

Action Under Section 10-B(1) & (2).- A printed circular was issued in the beginning of the year to all the occupiers of factories, workshops, mines and leading employers inviting their attention to the provisions contained in section 10-B(1) and 18-A(1)(c), of the Amendment Act regarding the prompt submission of reports of fatal accidents to workmen and the consequences ~~for~~ <sup>of</sup> the non-submission of the reports in due time. The provisions contained in section 10-B(1) of the Act were formally extended to all other employments enumerated in Schedule II of the Act by a notification of the Local Government. The readiness and willingness with which all the leading employers, especially the planters, the Agents of the South Indian, Madras and Southern Mahratta and Bengal-Nagpur Railways complied with the provisions contained in section 10-B(1) of the Amendment Act, was commendable. Reports of fatal accidents were received from employers in 28



cases. Liability was admitted and compensation paid in 26 cases. Compensation in the other two cases was deposited in 1935. Besides the above 28 reports and the 12 reports received from Factory Inspector registered notice under section 10-A(1) of the Amendment Act was issued in 19 cases of death reported in the newspapers. Compensation was paid in nine cases, during the year <sup>1934</sup> and in four cases in 1935. The remaining six cases were pending at the close of the year. One factory owner was prosecuted for non-submission of the report under this section. He was fined Rs.50.

Effect of the Workmen's Compensation (Amendment) Act, 1934. - The amendment of section 3(1) and Schedule IV of the Act and the introduction of new sections, particularly sections 10-A, 10-B and 18-A have introduced far-reaching changes in the working of the Act. The introduction of section 10-B(1) was responsible for bringing to the notice of the Commissioner a large number of fatal accidents almost immediately after the accidents took place. Not only were accidents promptly reported but in many cases compensation was also deposited within the time-limit of one month. The amendment of section 3(1) is no doubt somewhat hard on employers having regard to the gross carelessness and disobedience to rules exhibited by many workmen in this country but the wording of the section as it previously stood gave too much scope to unscrupulous employers to seek to deny their liability, and even if they failed to refuse the liability there was often great delay in settlement of claims and consequent hardship to dependants. In cases of fatal accidents it is now only a question of days for the dependants to get compensation provided the accidents to the deceased workmen arose out of and in the course of their employments.

In cases of non-fatal accidents, the small employers still take a very long time to comply with the provisions of the Act. They are not only still ignorant of the provisions of the Act but persist in advancing all sorts of curious arguments in denying their liability even after the provisions of the Act have been fully explained to them. Judging by petitions received the Act has now become well-known in most parts of the Presidency.

Trade Unions and Workmen's Compensation Act. - The Trade

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Unions in Bombay and in Calcutta are reported to be taking keen interest in the settlement and conduct of Workmen's Compensation cases but in the Madras Presidency, except in 2 cases, no union is reported to have taken any part in this behalf.

(The working of the Workmen's Compensation Act in the Madras Presidency for 1933 is reviewed at pages 37-38 of our September 1934 Report). +

Working of the Workmen's Compensation Act in

C.P. and Berar, 1934.\* +

Award of Compensation Under Section 10.- The year opened with 12 pending applications, 5 of which related to fatal accidents, 5 to permanent disablement and 2 to temporary disablement. 27 applications were received during the year, 16 relating to fatal accidents and 11 to permanent disablement. Of these 39 applications 7 were admitted by opposite party, 4 allowed ex parte, 8 allowed in full or in part after contest and one dismissed after contest, leaving 19 applications pending at the close of the year. ~~The number of contested applications pending at the close of the year.~~ The number of contested applications decreased to 9 from 14 in the previous year.

Distribution Under Section 8.- One distribution proceeding was pending from the previous year and 19 were filed during the year under report. Of these 20 proceedings, 11 were disposed of and 9 remained pending at the close of the year.

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\* Report on the Administration of the Workmen's Compensation Act (VIII of 1923) in the Central Provinces and Berar during the Calendar Year 1934. - Nagpur: Government Printing, C.P. 1935.-Price As. 12. 119

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Employers' Returns Under Section 16.- According to the annual returns furnished by the employers, there were 240 cases of accidents for which compensation was paid during the year. Of these 9 resulted in death, 37 in permanent disablement and 194 in temporary disablement. The compensation paid was Rs. 2,725-7-6 for cases of permanent disablement and Rs. 3,181-11-4 for cases of temporary disablement. No minors were involved in accidents and no cases of occupational diseases were reported.

It is remarked that the working of the Act was, on the whole, satisfactory.

(The Working of the Workmen's Compensation Act in the C.P. & Berar during 1933 was reviewed at pages 54-55 of our July 1935 report)

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Working of the Workmen's Compensation Act  
in Bihar and Orissa, 1934.\* ✓ +

According to the Statistical Returns for Bihar and Orissa under the Workmen's Compensation Act for the year 1934, the daily average attendance of persons employed is reported to have been 145,440 adults and 1,296 minors as compared with 136,130 adults and 712 minors reported in 1933. There was no case of occupational disease during the year under review. 152 lost their lives as the result of accidents, 115 were permanently disabled and 2,152 suffered from temporary disablement, while the corresponding figures in 1933 were 95,76 and 1,630. The total

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\* No.163/XL-26 Com.-R. Government of Bihar and Orissa -Revenue Deptt.-  
Commerce Branch -Ranchi dated 16-7-1935.

Statistical returns under the Workmen's Compensation Act, 1923, for the year 1934.

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sums paid as compensation for the three classes of accidents were Rs. 64,542-6-6, Rs. 31,495-2-6 and Rs. 41,797-12-0 as against Rs. 52,991-0-0, Rs. 18,231-7-0 and Rs. 32,041-4-1 respectively in the preceding year. Out of the amounts of compensation Rs. 62,384-0-0, Rs. 5,943-9-6 and Rs. 1,759-3-6 were paid through the Commissioners for Workmen's Compensation respectively for fatal accidents, permanent disablement and temporary disablement. The average amount paid as compensation for a fatal accident was Rs. 425 and for permanent disablement Rs. 274 as compared with Rs. 558 and Rs. 240 in 1933. ~~Return~~

¶ In the case of fatal accidents which came before the Commissioners for Workmen's Compensation about 78 per cent were workmen on less than Rs. 21 per mensem, whose dependants therefore received sums below the average given above. As usual compensation for permanent disablement was in the majority of cases settled out of court and generally by agreement under section 28. There were 115 cases of such disablement and 86 agreements were filed.

It is stated that the provisions of the Act are known fairly widely and with a view to acquainting workmen more fully with their statutory rights the local Government are reported to be taking steps for the exhibition of vernacular abstracts of the Act at places of employment. †

Factory Administration in the United Provinces, 1934.\* ✓

Statistics of Factories.- The total number of factories on the register at the close of the year under report was 566, against 531 in the previous year. This represents an increase of nearly 6.6 per cent in the number of factories as compared with 5.2 in the previous year. The increase was almost equally divided between seasonal and perennial factories. In the seasonal category the increase is mainly due to the registration of new sugar factories. Of the 566 factories, 289 were seasonal and 277 perennial. 41 factories were registered and 6 removed from the register during the year. The total number of factories that worked during the year under review was 477 (255 perennial and 222 seasonal) as against 476 (241 ~~xxx~~ perennial and 235 seasonal) during 1933.

Number of Operatives.- The average daily number of persons employed in the registered factories, as obtained from the annual returns submitted, was 125,986 against 112,693 in the previous year; over 95 per cent of this is adult male labour. About 62 per cent of the total number of persons were employed in perennial factories and 38 per cent in the seasonal concerns. The increase in the number of operatives is again mainly due to the registration of sugar factories. The number of operatives employed in each class of factory is given in the statement below:

Class of factory.	Number of operatives.		
	1934	1933	Increase or decrease
Govt. & Local Fund factories. ..	17,372	17,233	+139
Textiles. ..	38,788	35,588	+3,200
Engineering. ..	5,845	5,926	-81
Minerals and metals. ..	381	354	+27
Food, drink and tobacco. ..	41,281	31,914	+9367
Chemical dyes, etc. ..	4,155	4,102	+53
Paper and printing. ..	3,097	2,939	+158
Wood, stone and glass. ..	3,098	2,854	+244
Skins and hides. ..	3,447	3,022	+425
Gins and presses. ..	8,346	8,583	-237
Miscellaneous. ..	176	178	-2
Total. ..	125,986	112,693	+13,293

\* Annual Report on the working of the Indian Factories Act in the United Provinces for the year 1934 by the Chief Inspector of Factories and Boilers. -Allahabad:Supdt. Printing and Stationery,U.P.1935.-  
Price Re.1-5-0 - pp.39

There were no complaints of shortage of labour but skilled and experienced workers were always in demand, particularly in the new sugar factories: the position in regard to these should improve considerably before long, as some of this class of factory have now been established over two years.

Employment of Women and Children.- The average numbers of women and children employed in factories during the year under review were 5,383 and 387 respectively as against 5,468 and 376 respectively in 1933. Of the 5,383 women operatives, 3,456 or over 64 per cent were employed in seasonal factories. Of these 597 were employed in tea factories, 2,772 in cotton ginning factories and 87 in other seasonal concerns. There is a very slight increase in the number of women employed in cotton ginning factories. The decrease in the total number of women employed was about 1.5 per cent, as compared with just under 3 per cent in the previous year, and the proportion of women to the total number of employees was 4.3 per cent against 4.9 and 5.4 in 1933 and 1932 respectively. The decline in child employment, which had continued for a number of years, was at last checked; there was, in fact, an increase of 11 in the number employed during the year under report.

Inspections.- The number of inspections and visits made during the year was 985 against 1,090 in 1933. 186 factories were inspected once, 120 twice, 58 thrice and 51 more than three times. 62 factories were not inspected. The number of uninspected factories is greater than in 1933 and ~~is~~ is due to the Assistant Inspector of Factories being on leave for more than nine weeks.

Sanitary Arrangements and Ventilation.- Sanitary conditions on the whole were fairly satisfactory, but the question of satisfactory disposal of the effluent from sugar factories still presents a problem which it is hoped will be successfully overcome in the near future. Latrines in some of the mofussil factories were not so well maintained in some cases as they might be and a number of warnings were issued in this connexion.

Ventilation is reported to be definitely improving in so far as new mills are concerned and also to some extent in the older ones. A large cotton spinning mill, which started during the year, is cooled and ventilated throughout by a large central cooling plant, two other large cotton spinning and weaving mills under erection will also be similarly cooled, and the weaving section of another mill is to be extended and a cooling plant capable of cooling both the existing shed and the extension will be installed.

A mill in Lucknow improved the ventilation in the weaving shed by installing two fans drawing in cool air.

Fencing Machinery.- Fencing and guarding in the majority of factories was well maintained, but in some small concerns, and particularly in some of the new large scale sugar factories, it left much to be desired and it was found necessary to issue a number of orders under section 18A(2) prohibiting the use of the dangerous parts till they had been adequately fenced. Four prosecutions

were also instituted for failure to adequately fence and guard machinery, and one for wearing loose clothing. As in a number of cases it was found the hand-rail fencing on various platforms above ground level in sugar factories did not provide sufficient protection to the workers, a circular letter was issued to all such factories specifying the minimum requirements and calling upon them to make the necessary alterations.

Accidents.- 2,099 accidents of which 39 were fatal, 412 serious and 1,648 minor, were reported during the year under report, as compared with 32 fatal, 373 serious and 1,574 minor in 1933.

Housing of Factory Operatives.- ~~ix~~ ~~x~~ ~~ADDITIONAL~~ 1287 additional quarters, 1,031 single and 256 double were constructed in 24 districts during the year under report. During the past three years factory owners have constructed 5,787 double and single quarters for their workers. The bulk of these have been provided by the new large sugar factories. Lala Padampat Singhania, Managing Director of Messrs. Juggilal Kamapat & Co., has, it is understood, acquired some 40 acres of ground in Cawnpore and intends building a model housing settlement for about 10,000 workers and their families.

Health of Factory Operatives.- The health of operatives was generally good and no epidemic causing dislocation of industry in any way was reported. No occupational diseases were reported during the year and there was no recurrence of lead poisoning cases in the Allahabad Arsenal, which occurred in 1933.

Hours of Employment.- The weekly hours of 57 factories were not more than 48 hours. The weekly hours of 63 factories were not more than 54 hours. The weekly hours of 351 factories were above 54 hours. 9 cases were instituted for breaches of sections 21, 22, and 26 of the old Act and convictions secured in eight cases.

Welfare Work.- The beneficent welfare activities conducted by Messrs. The British India Corporation, Ltd., and Begg Sutherland & Co. in Cawnpore, were continued during the year under report. The schools and dispensaries in each settlement were well attended and the recreational facilities provided were taken full advantage of. The creche started two years ago in the Brushware Factory is proving increasingly popular with the women employees, though some of them still consider it an undesirable restriction and would prefer to keep the children with them in the work-rooms.

Welfare work on perhaps a more modest scale is carried on by many of the larger concerns in other parts of the province. This continued as usual during the year. These mainly consist of provision of improved housing, free medical attention, games and out-door sports and in a few instances the establishment of welfare Committees and Co-operative Societies.

(~~ix~~ The working of the Indian Factories Act in U.P. during 1933 is reviewed at pages 30-33 of the September 1934 report of this Office)

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Factory Administration in Madras, 1934\* ✓ +

Number of Factories.- The year began with 1,655 factories under the operation of the Act. 86 new factories were brought on the register during the year, and 56 factories were struck off the registers. ~~41~~ <sup>56</sup> 8 had been closed for a number of years and were not likely to work again, in 33 machinery had been dismantled, in 13 there ~~was~~ was no proof of over 19 persons having been simultaneously employed as required by the Act, one was amalgamated with another factory and both premises treated as one factory and in the case of one notified factory the notification was cancelled by the Government as it has ceased to be a factory. The number of factories on the register at the end of the year was 1,685, an increase of 1.8 per cent. Of these, 1,553 were in commission during the year as against 1,503 in 1933, the remaining 132 being closed for various reasons. Of the 1,553 factories in commission 720 were perennial and 833 seasonal.

Number of Operatives.- The average daily number of operatives employed in the 1,553 factories that were in commission during the year was 146,779 as against 137,775 in 1933. Of these, 4,699 operatives (4,691 in perennial and 8 in seasonal) were employed in Government and Local Fund and the rest in private factories. 44,593 operatives were engaged in the cotton, spinning and weaving industry during the year, while 6,495 were employed in jute spinning and weaving mills.

Number of Women and Children.- The total number of women and children employed in registered factories during the year was 37,195 and 6,312 as against 34,189 and 6,235, respectively in 1933.

Certification of Children.- The number of certificates issued during the year was 10,734 as against 9,318 in 1933. Prosecutions were instituted for violation of section 23 in three cases and convictions obtained in all of them.

Inspections.- Of the 1,553 factories that were in commission during the year, 255 were inspected once, 773 twice, 404 thrice and 92 more than three times. The total number of inspections by all Inspectors including 602 made by additional Inspectors was 3,400 as against 3,426 in the previous year. 29 factories were not inspected.

Health and Sanitation.- The health of operatives has been reported to be generally good and no epidemic was reported from any of the factories during the year. The cleanliness of factory premises and their surroundings was fairly well maintained. Orders issued departmentally and also on the suggestions of the District and Municipal Health Officers were, as a rule, promptly carried out. A prosecution had however to be resorted to in one case and this ended in conviction.

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\* Report on the Working of the Indian Factories Act in the Madras Presidency for the year 1934 - Madras: Printed by the Supdt., Govt. Press. 1935. - pp.23



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Housing of Factory Operatives.- Housing accommodation was provided in eight factories in addition to the 217 factories mentioned in last year's report.

Education and Welfare Work.- Educational facilities already provided in factories were continued during the year. In addition, an elementary school is reported to have been maintained for factory children in the Sri Lakshmi Silk Manufacturing Works, Peddapuram, East Godavari district, and in two factories on tea estates.

Medical facilities on tea estates and in large industrial concerns were provided as usual. Medical facilities were provided in five tea factories newly registered during the year. The Welfare Committees mentioned in the previous reports continued to function during the year. Amenities newly reported during the period under review are as follows: A creche is provided and milk and barley supplied to children in one factory at Calicut, one seer (=2 lbs.) rice is given free to each child per week in a tea estate at Talapoya and water taps are provided for all quarters in a cement factory at Madukkarai, Coimbatore district.

Lime washing and Painting.- The periodical limewashing of the inside walls and painting or limewashing of woodwork in factories were generally well attended to. Attention of Managers was drawn to the rules wherever necessary; prosecutions were taken up in six cases and convictions obtained in all of them.

Wages.- A comparison of the rates of wages for 1933 and 1934 shows that on the whole both for skilled and unskilled labour there has been a fall. But as the Presidency averages have been arrived at by different methods the comparison may not be entirely reliable. The increase in the number of factories and operatives employed does however suggest some improvement in the industrial position.

Strikes.- There were 10 strikes in registered factories during the year under review.

Fencing of Mill Machinery.- Fencing and guarding of dangerous parts of ways, works, machinery and plant were well attended to. The dangers involved in unfenced machinery were explained to employers and operatives wherever necessary and steps were taken to see that the orders issued in this respect were duly complied with. Wearing of tight clothing by oilers, drivers, etc., has been enforced and orders issued wherever irregularities were noticed. 25 prosecutions were instituted for contravention of the provisions relating to the fencing and guarding of dangerous parts of machinery and convictions obtained in all of them.

Hours of Employment: (1) Rest Interval.- The rest interval of one hour prescribed by the Act was observed in 1,380 factories. Two printing presses in Madras and one printing press in Trichinopoly continued to avail themselves of the proviso to section 21(1)(a)(ii) under the sanction of Government. Exemption from section 21 applica-

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to the majority of operatives was availed of by 86 factories on the usual conditions that sufficient time though not a fixed period is allowed for meals. Returns were not received from 84 factories.

(ii) Weekly Holidays.- Sundays were observed as holidays in the case of 632 factories. Substituted holidays were granted in 733 factories in lieu of Sundays worked. Exemption from section 22 has been availed of in 104 factories subject to the condition that no person shall be allowed to work for more than 14 days without a holiday for a whole day. Returns were not received from 84 factories.

(iii) Weekly Hours.- The number of factories in which the normal weekly hours were not above 48 was 283 for men and 284 for women; above 48 and not above 54 was 249 for men and 205 for women; above 54 was 937 for men and 764 for women. The 30-hour week for children was observed in 18 factories and more than 30 in 114 factories

Accidents.- 1,508 accidents occurred in factories during the year as against 1,580 in the previous year; the frequency rate for the Presidency for 1934 is .0040 as against .0046 in 1933. Of the 1,508, 12 were fatal, 391 serious and the rest minor.

Prosecutions.- Occupiers and Managers of 60 factories involving 74 persons were prosecuted during the year. Of these the Occupiers and Managers, individually and jointly, of two factories were prosecuted twice in the year. Convictions were obtained in all on 308 counts, the fines levied ranging from four annas to Rs.100 per count. Five prosecutions under the Cotton Ginning and Pressing Factories Act and the Rules thereunder, 3 at the instance of the Director of Agriculture and 2 at the instance of the Commissioner of Labour were also instituted and conducted by the Inspectors of Factories during the year. Three of these ended in conviction and 2 are pending trial.

(The Report on Factory Administration in Madras during 1933 is reviewed at pages 30-34 of August 1934 report of this Office).

### Factory Administration in Bengal, 1934.\* ✓

Number of Factories.- According to the annual report on the Administration of the Indian Factories Act in Bengal for the year 1934, the number of factories on the register at the close of the year was 1,672, an increase of 23, compared with the previous year. 1,252 were perennial factories and 420 were seasonal. 84 factories were brought on to the register, and 61 factories were removed from

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\* Government of Bengal- Annual Report on the Administration of the Indian Factories Act in Bengal for the year 1934 - Supdt., Govt. Printing, Bengal Government Press, Alipore, Bengal - 1935 - Price Rs. 1-8/ or 2s.6d. - pp.104

the register. 137 factories did not work during the year. These included 47 rice mills, 19 jute presses, 16 general engineering works, and 13 oil mills. The number that worked was 1,535 as compared against 1,528 in the previous year, an increase of 7. Of the 1,535 factories which were working during the year, 63 were government and Local Fund factories, 128 were textile factories, 226 engineering factories, 678 food, drink and tobacco factories, 115 chemical and dyes factories, 100 paper and printing factories, 47 factories concerned with processes relating to wood, stone and glass, 7 leather and tanning factories, 12 minerals and metals factories, 110 gins and presses and 38 miscellaneous factories.

Number of Operatives. The average daily number of men, women and children employed in perennial and seasonal factories is as follows:-

	Men.	Women.	Children.	Total.
<b>In perennial factories</b>				
In perennial factories.	376,778	49,560	2,476	428,814
In seasonal factories.	41,840	7,421	1,313	50,574
<b>Total.</b>	<b>418,618</b>	<b>56,981</b>	<b>3,789</b>	<b>479,388</b>

The report states that there has been a marked improvement in trade during the year, conditions being better and brighter than in the past few years, and ~~it~~ a general increase in employment is reported. In comparison with the previous year, the returns show an increase of 25,006 men and 46 women, and a decrease of 682 children. The following table shows the increase or decrease, as the case may be, in the number of operatives in the principal industries.

	No. of operatives.		Increase.	Decrease
	1934.	1933.		
Cotton mills.	25,591	20,662	4,929	..
Jute mills.	251,741	246,717	5,024	..
Hosiery.	1,223	637	586	..
General engineering.	21,291	19,328	1,963	..
Railway workshop	25,173	25,590	..	417
Ship-building and engineering.	10,705	8,764	1,941	..
Iron and steel smelting and rolling mills.	6,691	4,685	2,006	..
Sugar.	2,224	958	1,266	..
Chemicals.	3,222	2,601	621	..
<del>Matches.</del>	<del>6,059</del>	<del>4,991</del>		
Matches.	6,059	4,991	1,068	..
Rubber goods.	2,098	734	1,364	..

In regard to the jute mills, the restriction -of-production agreement under which fifteen per cent of the total looms have been sealed down since August 1932, was amended during the year, two and a half per cent of the sealed looms being re-started. As a result, jute mill employment figures show an increase of 5,648 men, but

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against that there has been a decrease of 405 women, which indicates a tendency towards the employment of men in preference to women.

Women and Children. - At the close of the year the number of women workers employed in registered factories was 56,981, as against 56,935 in the previous year, an increase of 46. The number employed in jute mills was 36,932, and in cotton mills 1,894, the remaining 18,155 being distributed throughout the other industries. These figures show a decrease of 405 and 16 in jute and cotton mills respectively, hence in factories other than the mills there has been an increase of 467. In regard to illegal employment of women, the principal offenders are the rice mills. Women in rice mills are frequently found working contrary to specified hours, a consequence of inclement ~~weather~~ weather interfering with the mill routine, but as the difficulties of rice mill working have been recognised for some time and will probably be accommodated by the amended exemption proposed under the new Act, no legal action was taken. In other classes of factory only one serious case of illegal employment was detected. This was followed by prosecution and conviction.

The average daily number of children employed in registered factories was 3,789, as against 4,471 in the previous year, a decrease of 682. The number of children employed in jute mills was 915 and in cotton mills 485, the remaining 2,389 being distributed over the other industries. The process of eliminating child labour from the jute and cotton mills, therefore, still continues; girls are no longer employed. Only one or two mills still employ children and in these the number employed is only a fraction of what it was some years ago. The extent of the disappearance of children from the mills will be realised when it is stated that in 1925 the jute mills alone employed 26,500 child workers, as against 915 at the close of the year under review. There is little doubt that the reluctance to employ children has been due mainly to the rigorous application of the protection provided by the Act. 26 instances of illegal employment were detected during the year, and in five of these, the offenders were prosecuted. Convictions were obtained in four cases and one was withdrawn.

During the year 3,133 children were examined by the certifying surgeons, and of that number, 1,173 were certified as being over 12 year of age and physically fit for employment, 31 were rejected as being under 12 years of age or physically unfit, and 1,929 were certified ~~as~~ as 15 years of age or over. 645 provisional certificates granted by examining surgeons were cancelled owing to the children concerned being absent at the time of the certifying surgeon's visit.

Inspection. - During the year a total of 3,355 visits were made by the Inspectors of the department to registered factories, and 231 to unregistered concerns. 793 factories were visited once, 260 twice, 145 three times, and 210 more than three times. The figures include 403 special visits for investigation into complaints, enquiry into accidents, collections of statistics, etc., and, also, a considerable number of surprise visits outside legal working hours.

127 factories were not inspected.

Working Hours.— According to the report the normal hours of work of industrial workers in the province show practically no change, the improvement in trade being reflected mainly in the employment figures. In the principal industries, the working hours are as follows:—

Industry.	Hours.	
	Daily.	Weekly.
Jute mills. .. ..	10	40
General engineering, shipyards, and metal working. .. ..	8½	48
Railway workshops .. ..	8½	48
Tea factories* .. ..	9½	48
Rice mills. .. ..	10	50
Printing presses .. ..	8½	51
Paper mills. .. ..	9	54
Cabinet-making, saw mills, and wood-working. .. ..	9	54
Electrical generating & transforming stations. .. ..	8	56
Cotton mills. .. ..	10	60
Cotton ginning and pressing. .. ..	10	60
Iron and steel smelting. .. ..	10	60
Jute presses. .. ..	10	60
Flour mills. .. ..	10	60
Match factories. .. ..	10	60
Mustard oil mills. .. ..	10	60
Paint works. .. ..	10	60
Chemical works. .. ..	10	60
Glass works. .. ..	10	60

\* Hours in tea factories vary considerably according to the season.

It is observed that in general, it may be said that the limits of daily and weekly hours of work laid down in the Act have not been exceeded to any serious extent. This, however, must be attributed much more to trade conditions and the economic factor, than to the effect of the law. The chief offenders, in regard to illegal employment, are the smaller factories, particularly the small printing presses, oil mills, etc., and there is no question that in many such factories, a fair amount of over-employment exists. Every endeavour has been made to stamp it out, but the measure of success obtained has been far from satisfactory, due mainly to inherent defects in the law and to the lack of reasonable support from the courts.

Wages.— Wages have remained stationary during the period under review. No collective improvement in the standard of living of industrial workers is apparent but, in regard to jute mill operatives, with more settled labour conditions and the gradual absorption of unemployed labour, it is considered that some little improvement has accrued. Jute mill employers continue their efforts to improve the financial and social conditions of their workers, principally through schemes of welfare work, but apart from considerations of health and its corollary, efficiency, welfare schemes are introduced with the further object of reducing the general indebtedness of the operatives.

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The general level of indebtedness, however, still remains high.

Sanitation.— During the year the very satisfactory standard of sanitary and ~~clean~~ clean conditions in the larger factories has been maintained and in certain instances, improved, but in regard to the smaller factories, although many improvements have been effected in individual concerns, conditions are still far from ideal. Inspectors still complain of the inadequacy of conservancy arrangements and the inability or ~~a~~ unwillingness of municipalities and other local bodies to enforce their bye-laws. 20 orders were issued either to erect new latrines or to provide additional seating accommodation.

Ventilation and Lighting.— Although some improvement in lighting and ventilation has been effected during the year, the old problem, that of unsuitability of the buildings in which many of the small factories are housed, still remains the chief obstacle to real progress. The orders issued, as in the past, have had to be confined to the provision of additional roof-lights, windows, ventilators, louvres, installation of exhaust fans, removal of obstacles which interfered with the free circulation of the air, and structural alterations to obtain better air circulation or improve the natural or artificial lighting arrangements.

During the year attention has been directed to the inadequacy of the arrangements in which spray painting work was being carried on. Either ~~a~~ the booths in which the spray painting was done were badly designed or efficient means of drawing off the fumes had not been provided. Orders were issued either to redesign the booths and/or install mechanical means for drawing off the fumes.

Housing Conditions and Welfare Work.— Although no radical changes or improvements in the housing of factory operatives, their conditions of living, and the welfare work carried out on their behalf, have been made during the period under review, improved trade conditions have enabled several of the larger factories, principally jute mills, to add to the housing accommodation available for their employees, or to carry out other improvements on their behalf. As in previous years, such improvements as have been made are entirely due to the voluntary efforts of individual employers, and, with the exception of one or two of the better organised concerns, are confined exclusively to jute mills. In regard to the housing and living conditions of operatives employed in the smaller type of factory, ~~it~~ is stated that no improvement can be expected so long as progress is dependant upon the voluntary efforts of the owners.

Generally, such improvements as have been made in connection with housing accommodation, conditions of living and welfare work have been confined to extensions or alterations to existing houses, bathing and drinking water facilities, additional appointments to the medical or welfare staffs, provision of additional beds in one or two of those mills which have a maternity department, improvements in recreation facilities for employees' children, and in one factory the establishment of a co-operative store.

8. An interesting experiment is being tried out by the management of a cotton mill in conjunction with their new housing accommodation. Four three-storied barracks, each containing 13 bed rooms, have been constructed, each being provided with a kitchen and common dining room. A cook servant, also, is provided by the mill management and it is intended that each barrack shall be run on boarding house lines. The management of this factory are also arranging to give occupational training to their employees' children, and a substantial sum of money has already been sanctioned towards the expenses of a school which is to be run in conjunction with this scheme. A new school building, equipped with a stage, has been provided.

Health. The general health of industrial workers is reported to be normal during the year. Sporadic cases of cholera and small-pox, however, were reported from the Budge Budge, Howrah and Barrack-pore districts; also there was a mild outbreak of beri-beri in the Howrah district which affected a number of employees of the Howrah Jute Mills. As in previous years, malaria and intestinal diseases are still the chief causes of absenteeism, and it appears from the returns, that the factories which have suffered most are those situated in jungly areas or surrounded by or adjacent to unoccupied land.

Safety. According to the report the carrying out of all manner of plans, enquiries, and suggestions for the greater safety of factory workers forms an important part of the work of Inspectors. All accidents, where there seems any chance of further protection, are carefully enquired into, machinery is better protected year by year, the employment of children has practically ceased, yet in spite of all, the incidence of accidents increases. Compared with the previous year, the figures show an increase of 7 fatal, 118 serious and 400 minor accidents, i.e., a total increase of 525, which represents an increase of .68 in the incidence rate per thousand persons employed. The returns for the year are as follows:-

	Fatal.	Serious.	Minor.	Total	
	No. of accidents.	No. of accidents.	No. of accidents.	No. of accidents.	Rate per 1000 persons employed
Men ..	55	944	3,049	4,048	9.67
Women. ..	1	58	48	107	1.88
Children...	Nil	Nil	Nil	Nil	...
Total. ..	56	1,002	3,097	4,155	8.66

To no special reason or specific source can the increase be attributed, but there is no doubt that, to a large extent, it is due to the two-fold effect of increased pressure of work and increased employment. A reduction in the number of accidents is largely dependant upon educating the worker in safe practices, and enforcing the same; hence until employers in general are prepared to form "safety first" committees, or otherwise adopt the principles of the

"safety first" movement, no marked reduction in the number of accidents due to disobedience, ignorance, or fool-hardiness, can be expected.

Fencing of Machinery.- The safeguarding of machinery and plant has had the usual close attention during the year and the general standard is now reported to be immeasurably superior to what it was some years ago. Orders have been reasonably well carried out and an increasing number of occupiers and managers now consult the department on questions of safety before or immediately after installing new machinery. In many cases, the suggestions of the staff have led to the devising of new safety appliances. In regard to the small factories, however, Inspectors still complain of the unwillingness of many of the occupiers to provide fencing and guards which comply fully with the requirements of the Act and rules.

(Factory Administration in Bengal during 1933 is reviewed at pages 35-40 of our August 1934 report). +

#### Provision of Sickness Insurance Schemes:

##### Views of Indian Mining Association. r

At pages 12-14 of our May 1935 report were given details of a circular letter issued by the Government of India to provincial governments containing certain proposals for the initiation of sickness insurance schemes in India. The following is a summary of the views expressed by the Committee of the Indian Mining Association, Calcutta, on the subject:-

Statistical Enquiry Impracticable.- The Committee have referred the matter to members of the Association and the general consensus of opinion is that a statistical enquiry on the lines proposed by the Royal Commission on Labour would serve no useful purpose whatsoever as far as colliery labour is concerned as owing to the migratory nature of the labour it would be quite impracticable to collect statistics which would be of any real value to the proposed Enquiry Committee in framing a scheme for industrial insurance. Not only do the workers change from one colliery to another but the majority, being agriculturists, absent themselves for long periods during the cultivating season and again at the time of harvesting and it is impossible for colliery officials to keep track of their whereabouts. A certain amount of statistical data could be obtained by Government from the Jharia and Asansol Mines Boards of Health but the Committee are doubtful whether such statistics would prove of much assistance in.



estimating the incidence of sickness amongst colliery labour. It is well known that the class of labour employed in collieries is to a large extent distrustful of medical men and when a workman falls sick he very often prefers to conceal the fact rather than obtain the services of the colliery medical officer and in many cases sick workmen are removed to their villages without any information being given to the colliery officials. In the circumstances, the Committee think that, so far as colliery labour is concerned, it would be practically impossible to obtain any reliable statistics which would be of use to Government in determining the probable cost of a scheme for provision during sickness, as recommended by the Royal Commission on Labour.

Experimental Schemes difficult of working.— The alternative proposal of building on experience gained in the operation of small experimental schemes as suggested by the Government of India is not impracticable but presents certain difficulties in the coal trade owing to the fact that conditions prevailing at the various collieries are vastly different. In most of the larger collieries, labour is well housed, hospital and medical facilities are available and an interest is taken in the welfare of the labour—but the remarks regarding the removal of sick people to their villages apply even under these conditions. On the other hand, at many of the smaller collieries, which outnumber the larger by 3 to 1, and which produce approximately 25% of the output of coal, housing conditions are generally poor and the accommodation insufficient and there are no hospital facilities and only very meagre dispensary arrangements. It will thus be seen that experience gained from each of these entirely different conditions would present vastly different results and would be of little benefit as a basis on which to build a comprehensive scheme applicable to the coal trade as a whole. In addition, the tendency of colliery labour to move at will from colliery to colliery renders the application of any contributory scheme an impossibility and it would be difficult to frame rules for the practical application of a non-contributory scheme.

Prevalence of Schemes of Sickness Insurance.— As far as the Committee are aware contributory schemes of sickness payment are not in operation at any of the privately owned collieries but most of the larger collieries have voluntary schemes and it is usual for allowances to be made to regular daily workers whilst sick provided they undergo treatment by duly qualified colliery medical officers.

(Summarised from the Proceedings of a Meeting of the Committee of the Indian Mining Association, Calcutta, held on 15-8-1935), L

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Holidays With Pay: Views of U.P. Chamber of Commerce.

In response to a communication on the subject of holidays with pay, received from the Government of India, through the Director of Industries, United Provinces, the Secretary, United Provinces Chamber of Commerce has addressed a letter to the latter to the following effect.

Problem of Absenteeism.- The Committee of the Chamber says that they have very carefully considered the question and are of opinion that as most of the labourers in the country ~~were~~ <sup>are</sup> working on daily wages and do not usually stay in the factory for any considerable time, the question of granting annual holidays with pay do not arise.

Case of Piece Workers.- Another difficulty in the way of granting holidays with pay was in regard to piece-workers.

Already Numerous Holidays.- The Committee believes that owing to the observance of different festivals by different communities at different times of the year, there were more 'stop' days in India than in any other country in the world and that the percentage of absentees was also much greater in India than in other industrial countries. Moreover, it was the general practice of the Indian worker to take his holiday whenever it suited him irrespective of the consideration whether his employer could spare him or not. Consequently, the Committee ~~was~~ opposed to the proposal.

Practical Difficulties of Deciding Eligibility for Leave.- Considering the present state of trade union organisation in the country it cannot be expected that the workers ~~will~~ be in a position to maintain records of their service in different concerns in a way entitling <sup>them</sup> to claim the number of holidays due to them. Therefore, the question

of eligibility for annual holidays with pay to be decided in individual cases was extremely difficult.

Non-Ratification Recommended.- The Committee is emphatically of the opinion that India should not ratify any Convention of this nature unless other industrially advanced countries of the world had given a lead. The Committee is strongly opposed to putting any extra burden on the industries in their present depressed state, and believes that any attempt to introduce the system of holidays with pay is likely to be frustrated.

(The Hindustan Times, 9-8-1935). +

Minimum Wage for Village Artisans: Questionnaire  
issued by All India Village Industries Association. ✓ +

At page 78 of our October 1934 and pages 30-32 of November 1934 reports were given details regarding the All-India Village Industries Association started by Mahatma Gandhi. The following questionnaire has been issued by Mr. J.C. Kumarappa, Secretary of the Association, regarding the question of fixing minimum standard wages for village artisans:-

"It has been proposed that we should insist on the village artisan getting an adequate ~~return~~ <sup>return</sup> for his labour in connection with all articles produced or sold under the aegis of the All India Village Industries Association. For this purpose it will be necessary to fix a working wage standard. Such standard should be the same for either sex for equal quantity of work. It may be based on an eight-hour day with a prescribed minimum output. Such wages will enter into the cost and the price should be fixed in relation to this. Ordinarily we may not be able to fix the prices in the competitive market but we may do so for articles which do not enter into competition and for goods chosen for their special virtues and appreciated by the consumers.

Points raised in Questionnaire.- This questionnaire is sent out to invite opinion on the following points:-

1. Do you think it feasible to fix a minimum daily wage and ensure it to the workers by fixing prices?
2. Should we fix our ultimate standard and work up towards it or should we start with a low minimum and then raise it as we proceed?
3. On what basis should it be arrived at?
4. Can you suggest a subsistence wage taking into consideration only food for the time being, as clothing should be made by personal effort?
5. Will half anna per hour be too low?

(The Hindustan Times, 4-8-1935).

At a meeting of the Management Board of the All India Village Industries Association held at Wardhaganj on 22 & 23-8-1935, the question of minimum wages was considered and the following resolution was adopted:-

Whereas the object of the Association includes bringing about the moral and material advancement of the rural population by encouraging the revival of dead and dying industries, the board of management desire that for all commodities produced or marketed under the aegis of the Association each workman should receive a minimum wage calculated on the basis of eight hours' efficient work sufficient at least for his or her maintenance in accordance with a scientifically prescribed scale of minimum food requirements and it should be the duty of all connected with the Association to see that workmen engaged in the industries promoted by them actually receive remuneration never less than the scale herein prescribed, (the details of the scale of wages prescribed are not available at present) always bearing in

mind that as and when circumstances permit there should be a progressive rise in the scale so as to reach a standard enabling a working class family to be properly maintained out of the earnings of its working members.

(The Leader, 29-8-1935), +

Bombay Trade Disputes Act Case:

High Court Acquits all the Opponents.

Reference was made at pages 42-43 of our January 1935 report to the appeal preferred by the Government of Bombay against the judgment of the Chief Presidency Magistrate acquitting eight labour leaders of Bombay who were prosecuted by the Government of Bombay under Sec. 17 of the Trade Disputes Act. (for details vide pages 53-54 of August 1934 and pages 40-43 of October 1934 reports of this Office). The Government appeal was admitted by the High Court on 8-1-1935. The case was heard by Sir Joh Beaumont, Chief Justice, and Justice Wadia and judgment pronounced on 29-8-1935. The following is a summary of the judgment:-

Prosecution Case.- The Chief Justice, in his judgment observed ~~xxxx~~ that the opponents were charged with committing an offence under Section 17 of the Trade Disputes Act of 1929. The strike in question was a strike of the textile industry throughout the whole of India and was called out as a result of a resolution passed by a body called the All India Textile Workers' Conference on January 29, 1934. That conference was called by a body called the Bombay Girni ~~Kangar~~

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Kangar Union in which all the opponents were interested. The conference formulated 20 demands which they proposed and hoped to secure as a result of the strike. Four of the 20 demands were of a political character which could only be granted by Government in some cases and in some other cases as the result of legislation.

What is an Illegal Strike.- Section 17 of the Trade Disputes Act, his Lordship remarked, provided that if any person declared, instigated or incited others to take part or otherwise act in furtherance of a strike or lock-out which was illegal under the provisions of Section 16 he would be punishable as provided in that section.

"Strike" was defined in Section 2, Sub-Section 1, as meaning a cessation of work of a body of persons employed in a trade or industry acting in combination or concert and under a common understanding. Section 16 defined a strike which was illegal. A strike was illegal under Sub-Section A, if it had any object other than the furtherance of a trade dispute within the trade or industry in which the strike was started. Sub-Section B stated that the strike would be illegal if it was designed and calculated to inflict severe, general and prolonged hardship on the community so as to compel Government to take or abstain from taking a particular course of action.

The class of strike, the Chief Justice observed, that was rendered illegal was one which had objects beyond the furtherance of a particular trade dispute and which was designed or calculated to bring coercion to bear upon Government by inflicting a severe general and prolonged hardship on the community.

The Present Strike Illegal.- The Chief Presidency Magistrate had held that in the present case the conditions of Sub-Clause A were fulfilled, because the strike had objects other than the furtherance of a trade dispute within the textile trade. With that decision his Lordship entirely agreed. It had been argued on behalf of the opponent that if the strike had both objects in furtherance of a trade dispute within the particular trade and other objects the section did not apply, but, in his Lordship's opinion, that was not the meaning of the section, and as the strike in the present case had objects beyond the furtherance of a trade dispute the case fell within Sub-Section A.

What is the Meaning of "Community".- The question then was whether the strike fell within Sub-Section B, "and that sub-section presents certain difficulties of construction." In the first place, having regard to the General Clauses Act, the Chief Justice thought the "Government" referred to in the section might be either the Government of India or the local Government, and the meaning of the expression "Community" must depend on what Government was referred to. If the Government referred to was the Government of India, the "community" must mean the general public in British India. If, on the other hand, the local Government was intended, then it would mean the general public over which the local Government exercised sway. Whether it would be sufficient to bring the case within the sub-section

to prove that the general public in a particular locality was subjected to severe, general and prolonged hardship it was not necessary to determine in the case. At any rate, in his Lordship's opinion, "community" must mean the general public as distinct from any section, and particularly as distinct from the persons engaged in the particular trade to which the strike related.

Meaning of "Designed and Calculated".- The next question which arose in the construction of the section was regarding the meaning of the words "designed and calculated". That the words were intended to bear a distinct meaning seemed to his Lordship clear from the fact that sub-section 4, dealt with only the word "calculated" and provided that the strike shall not be deemed to be calculated to compel Government unless such compulsion could reasonably be expected to be the consequence thereof.

"In my opinion", the Chief Justice observed, the word "designed" is equivalent to "planned". The section does not say by whom the design was to be formed, but I take it it must be by the persons responsible for the strike. I think, therefore, the court has to determine whether the persons responsible for the strike designed or planned to inflict severe general and prolonged hardship on the community and thereby compelled Government to take or abstain from taking any particular course of action. A difficulty might no doubt sometimes arise because the persons responsible for a strike might not all have the same design or plan. Some of them might design that the strike should have objects which would render it illegal under Section 16, while others might be in favour of having the strike for the furtherance of a particular trade dispute. "But whatever the difficulties may be the court has to determine what the design of those responsible for the strike was at the time they instigated it. On the other hand, the word "calculated" seems to me to be directed to probable consequence which might be expected to follow from the strike.

In order to show that the strike was calculated to have the effect referred to in sub-section B, His Lordship thought that the court must hold having regard to the nature of the strike and the circumstances which prevailed at the time when the strike was instigated whether it was calculated to inflict severe, general and prolonged hardship on the community so as to compel Government. The compulsion under sub-section 4 must be such as could be reasonably be expected as a consequence.

Question at Issue.- The Chief Presidency Magistrate had held that all the opponents, except No.8, instigated the strike and the Chief Justice saw no reason to differ from him from that finding. The Magistrate had held that although the strike fell within the mischief aimed at within sub-section A. it had not been proved that it was either designed or calculated to inflict severe, general hardship upon the community as distinct from those engaged in the industry, and the question in the appeal was really whether that part of the decision was right.

Prosecution Case.— The Advocate-General had relied mainly on the word "designed". His argument was that the accused were intelligent and sincere labour leaders, that the object of the strike included political concessions from Government, and that the accused must have intended to compel Government to concede the demands, and that the only possible way of compulsion was by the infliction of severe, general and prolonged hardship on the community. The prosecution wanted the court to hold that that was the design of the accused.

Evidence Insufficient for Conviction.

It was true, the Chief Justice remarked, that the opponents in their speeches and also in their statements to the court attached great importance to the political part of their demands. They also believed that the strike would have serious consequences. Some of the opponents, particularly Karnik, Abdul Majid and Joglekar, expressed in some of their speeches the hope and belief that other industries would join the strike, but there was no evidence that any attempt was made to induce other industries to join the strike. "It is true also," the Chief Justice said, "that one could not divide the community into water tight economical departments and that severe loss in the textile trade was bound to occasion a loss direct or indirect to persons engaged in other industries. But in my opinion in the absence of any attempt to induce those engaged in other industries to take part in the strike we cannot say that the accused designed or planned to inflict severe, general and prolonged hardship on the community. They may have thought that if they could organise a general and prolonged strike in the mill industry, Government would be likely to grant some of their demands in order to save the industry from ruin and in order to avoid the loss of revenue. The opponents I think could hardly have supposed that their most extreme demands would be likely to be granted by Government whatever the result of the strike. In my view, therefore, the evidence is not sufficient to show that the accused designed to bring compulsion to bear on Government by inflicting on the community severe, general and prolonged hardship, although the strike was calculated to produce such a result".

Textile Industry not a "Public Utility" Service.— Proceeding, the Chief Justice observed: "The textile industry is not an industry like the transport industry where one might say from the nature of the case that any prolonged stoppage was bound to occasion severe hardship to the community. There is no evidence at all as to the position which the textile trade enjoys in the general economic life of the country. There is no evidence as to what the probable effect of a prolonged stoppage in the trade would be on the price of clothing or on the price of cotton grown in India. There is really no evidence which would justify us in holding that a strike in the textile trade, however prolonged, would necessarily or probably cause severe, general and prolonged hardship to the community as opposed to those engaged in the textile trade. That being so, I think the Chief Presidency Magistrate is right and the appeal must be dismissed.

Justice Wadia's Judgment.— Mr. Justice N.J.Wadia, in delivering a concurrent judgment, remarked that it had been argued by the prosecution that the word "designed" meant no more than "intended"



and that the question must be judged not upon the results of the strike, but from what the prime movers intended to produce. "I am not prepared to say that the word "designed" in the section means no more than "intended". If it did, a strike in some very minor industry which could not possibly cause any severe damage except to that particular industry could be brought within the scope of the section if the promoters out of some exaggerated opinion of their own importance or for purposes of propaganda expressed their intention or hopes that the strike would seriously inconvenience the whole community. "It must, I think, be shown that the nature of the strike or the means which those responsible for it took to start or to continue it were such that severe, general hardship to the community as a whole was likely to result or must reasonably be expected to result."

(The Times of India dated 29-8-1935).

The Times of India dated 30-8-1935 makes the following editorial comments on the judgment:

It may be difficult to quarrel with the soundness of this (the Judges') conclusion. It is clear that the words "designed" and "calculated" have reference to the general tendency of the strike as planned by its promoters, and not to its actual results. But at the same time regard cannot be had to the supposed intention or aspirations of those responsible for the strike, nor can the hardship contemplated have reference to that necessarily suffered by the strikers themselves or the people concerned in the particular trade or industry. The illegality consists in seeking to coerce Government and society in general by paralysing essential public services or otherwise inconveniencing the general public. The position is distinctly difficult. In the present temper of society legislative attempts at emasculating labour organisations are not likely to succeed. On the other hand, unless the community is prepared to adopt the political and social order of Soviet Russia, it will not do to permit trade unions to extend and consolidate their power at the expense of the general public. +

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Abolition of Imprisonment for Debt:

Views of Madras Board of Revenue. +

At pages 32-34 of our February 1935 report was given the text of the Code of Civil Procedure (Amendment) Bill, 1935, which seeks to abolish imprisonment for debt of honest debtors. The following are the views expressed by the Madras Board of Revenue on the Bill:-

Principle of Imprisonment. - Imprisonment in execution of a decree is only justifiable as a means of enforcing recovery from the debtor. If it is not proved that the debtor is able to pay, it loses this character and becomes a punishment for the offence of being unable to pay. Imprisonment under sub-clauses (i) and (ii) of clause 2(a) of the Code of Civil Procedure (Amendment) Bill now before the Assembly, would be punitive in character, unless it was also proved that the debtor was able to pay.

Clause 2(b).- Clause 2(b) of the Bill, in the Board's view, would subject a debtor to imprisonment who at the time of the application had neither the means nor refused or neglected to pay, but who at any time subsequent to the decree had the means and refused or neglected to pay. Imprisonment under such circumstances would, in the Board's opinion, be punishment for the debtor omitting to do what he might have done and not a means of compelling him to pay what at the time of the application he could pay.

Proviso to Clause 3.- Proviso in clause 3 of the Bill, in the opinion of the Board, is inadequate protection against improper arrests of judgment-debtors. If the object of the Bill is to be realised, it is necessary that the affidavit should state that the debtor has the means to pay the whole or a substantial part of the debt and that he is about to abscond to defeat and delay the recovery of debt.

The Government of Madras, in inviting the attention of the Government of India to the views of the Board of Revenue, are reported to have added that they are weighty and deserve consideration. A majority of the judges of the High Court and the Advocate-General have expressed themselves in favour of the Bill.

(The Hindu 24-8-1935). +

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Industrial Organisation.

Employers' Organisations.

# 42nd U.P.A.S.I. Conference, Coonoor, 1935.

The 42nd session of the United Planters' Association of South India was held on 13 & 14-8-1935 at Coonoor under the presidentship of Mr. Walmsley, Chairman of the U.P.A.S.I. The Conference was attended by His Excellency the Governor of Madras, who addressed the Conference, and many officials of the Governments of India, Madras and Mysore. Matters connected with ~~the~~ tea, coffee <sup>and</sup> rubber ~~and labour legislation~~ were the principal points dealt with by Mr. Walmsley in his presidential speech.

Position of Trade and Markets.- The President of the 41st session of the Conference was able to point to a steady improvement in conditions and to an upward tendency in prices. Unfortunately this advance has not been maintained during the past 12 months. Tariff quotas and other import restrictions and the chaotic state of currencies have all had their restrictive effect on International trade, which fell in 1934 to considerably less than 1/3 of its value in 1929. Every country has endeavoured to increase the ratio of its exports to ~~its~~ imports and a continuation of this process must in time lead to the extinction of International trade to the detriment of everyone. In the British Empire alone there is any stability at the present time. Many countries have been forced to adopt measures of financial defence and India itself, in the case of two of her major products, have had to join International schemes to restrict production the only alternative to which was international trade war and widespread ruin. These regulation schemes appear to be serving their purpose and have put a stop to some extent to the conditions prevailing some two year ago.

The Tea Industry.- The increase in the exportable percentage of the crop allowed last year under the International Agreement was quickly followed by an increase in the London stocks which by February of this year had risen almost to the level of early 1933 when the common danger to the industry forced producers into common action. At the end of June these stocks were 246 million pounds as against 233 million pounds at the end of June 1934. For the year 1935-36 India is back to an exportable percentage of 82 1/2 per cent or less than she started with in April 1933. This is not a position one can feel too happy about, but it is reported that hidden stocks which came on the market in 1934 have been exhausted and that the supply of tea from countries outside the restricting area which increased last year by 14 million pounds is again falling, owing to currency difficulties.

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It is quite obvious that potential supplies are much in excess of the existing demand and that any real improvement in the position can only be arrived at by increased consumption.

The export cess on tea has been raised from 8 annas to 12 annas and a very active advertising campaign has been started.

India is spending a large sum of money this year for propaganda in India and abroad for increasing tea consumption. However ably conducted and successful this advertising campaign may be, it cannot be expected to produce immediate and spectacular results and there is little chance of consumption catching up with production by March 1938. The Conference, therefore, have to consider an extension or revision of the Regulation scheme before long.

The Rubber Industry. The Rubber position continues to be obscure and has caused much disappointment. The planters are still without official news of what is being done to revise the basic quota for South India under the International Regulation Scheme. It is learnt ~~from~~ that the International Committee have approved the very moderate figures put forward by the Indian Rubber Licensing Committee. It is now the 15th month of restriction and though the exportable percentage of basic quota has been reduced since the 1st July to 65 per cent, the price of rubber stands below 6d. or 1<sup>1</sup>/<sub>2</sub>d. per lb. less than it did a year ago. This sounds most unsatisfactory but the price last year was undoubtedly influenced by speculation which the very slow rate of reduction in the export quota has greatly discouraged.

The Coffee Industry. Coffee prospects are worse than last year. The position is somewhat different to that of rubber and tea in that India produces a special grade of coffee which is, in so far as export is concerned, a luxury article and the problem is to work for the increase in the consumption of this particular grade as well as join in the general efforts to increase consumption of Coffee as a whole. India exports to Germany, Italy, and other European countries have been hampered by import restrictions and currency difficulties and had it not been for the fair market for internal consumption the industry should have been in a bad way. The existence of a strong Trade organisation representative of every branch of the coffee industry is obviously an urgent necessity.

Mr. F.E. James, the representative of the Association in the Legislative Assembly, addressed the Conference on the political situation during the last year. After dealing with the passing of the new India Act, he declared that the ~~problem~~ for the future will be more economic than political and referred to the rise of radical movements

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in the country. <sup>Mr</sup> Main points in his speech are summarised below:-

Rise of Socialism.- There is the emergence of certain radical movements such as Communism which, unlike terrorism which is mainly confined to Bengal, may strike root in any part of the country. The growing strength of the Socialists in the Congress is itself an illustration of this tendency, for there is little to divide those who at present call themselves Socialists from the most extreme form of Communism. The time will come, and probably shortly, when the Congress will have to decide whether it is to become a full-fledged socialist body and lose many of its present powerful supporters, or retain its predominantly political character and lose its socialist-supporters. In any case it is important to realise the presence in the country of a movement which fundamentally believes in revolution.

Labour Legislation.- "There is one other problem to which I should like to refer and which is becoming acute and which is likely to become more acute, and that is the problem of the deluge of labour legislation which threatens to engulf in a sea of forms, returns and financial burdens, the industrialist and organised agriculturist alike. It is no doubt true that a certain amount of legislation is needed and it is in the interest of labour. It must, however, be remembered that in western countries improvements in the conditions of labour have grown slowly under the pressure of organised opinion and Trade Unionism. In this country the pressure comes from the Government itself, and there is a tendency to introduce within a few years measures which normally should take a generation to evolve. The result is that employers of labour find it almost impossible to meet adequately this insistent pressure; at a time of tremendous competition <sup>the employer</sup> is ~~is~~ called <sup>on</sup> to face enormous additional financial burdens. There are two dangers in this process. The first is that hasty and continuous legislation of this kind may lead to evasion by unscrupulous employers who have never been convinced of its necessity. This is particularly the case in the least organised industries. The second danger is that conditions in British India and Indian States will become so dissimilar as to tempt industry to transfer to Indian States in order to escape the labour laws of British India. An appeal might justifiably be made to the Government of India to realise these difficulties, to give industry in British India a chance to settle down before placing new burdens upon them, and to give Indian States an opportunity to approximate their own conditions to those of British India".

Future Problems.- Dealing with the problems which have to be tackled in the near future, Mr. James stressed the fact that the future lies in the economic field. He said that there must be industrial development. Industries must get generous or exceptional treatment according to the nature of the return they give to the ~~nature of the return they give to the~~ community, whether by way of employment or by way of addition to the country's wealth. Yet there can be no economic security for industrial development until agriculture is placed on a sound basis. There must be a balanced programme. The doctrine of stark self-sufficiency, if carried to its ultimate conclusion, would ruin India's agriculture. Similarly the doctrine of free trade would ruin many of India's industries and

would be a barrier in the way of industrial development. There is surely room for a real effort of planned co-operation between the Indian and the European communities in an endeavour to frame a policy based upon the satisfaction of India's primary needs, and the development of India's greatest industry, agriculture.

The following are the more important of the resolutions adopted by the Association *at its 1935 session:*

Scientific Investigation of Tea.- "That in view of the urgent need for improved accommodation and equipment in the Tea Experimental Station and the increased expenditure incurred by members of the U.P.A.S.I. on its Scientific Department, and having regard to the improved finances of the Province, this Association requests the Government of Madras to restore to the figure of Rs. 28,000 per annum its grant to the Scientific Department of U.P.A.S.I. which, owing to the need for temporary retrenchment as a result of the economic depression was, in common with other grants, reduced by 25%".

Coffee Import Restrictions.- "That this Association desires to call the attention of the Government of India to the serious effect upon the coffee industry in this country of the recent restrictions and the increased duties placed upon the import of Indian Coffee into Germany, France and other European countries, and requests that representations be made to the Governments of these countries as early as possible, with a view to negotiating for the removal of the restrictions or the reduction of the duties".

"That this Association calls the attention of the Government of India to the serious position confronting the coffee industry in South India owing to the increase of the restrictions on the imports of coffee into countries outside the British Empire, and the competition of non-Empire coffee in the ~~UK~~ United Kingdom market, and recommends that representations be made to His Majesty's Government that, in any revision of the Ottawa Agreement, the preference of 9s. 4d. per cwt. at present enjoyed by Empire Coffee in the United Kingdom be increased."

Rubber Quotas.- "That the Government of India be urgently requested to make a very early announcement regarding the enhanced rubber export quota which is widely believed to have been agreed upon by all interests concerned."

Office Bearers for 1935-36.-Mr. A.E.J. Nicolls of Coorg was elected Chairman for the ensuing year. The following are the members of the Executive Committee: For tea: Mr. E.A. Francis; for coffee: Mr. A.L. Hill and for rubber: Mr. H.J. Walmesley.

(The Hindu, 13, 15 & 16-8-1935 and the Planters' Chronicle, 24-8-1935) +

Industrial Organisation.

Workers' Organisation

Trade Union Unity Conference- Bombay, 4 & 5-8-35:

Joint Labour Board Formed. ✓

Reference was made at pages 64-65 of our March 1935 report to a statement issued by Messrs. N.M.Joshi, V.V.Giri, R.S.Ruikar, B. Shiva Rao and Mr. Hariharnath Shastri, in which the weakness of the Indian labour movement owing to disunity was deplored and the holding of a joint conference of representatives of the National Trades Union Federation and the All India Trade Union Congress in order to make an earnest attempt to settle differences and to create united front was advocated. The proposed meeting of the joint committee was held at Bombay on 4 & 5-8-35 with Mr. N.M.Joshi as president. The following labour leaders from different parts of the country took part in the deliberations of the Conference:

Representatives of the N.T.U.F.-Mr. Jamnadas Mehta, president of the Federation; Mr. N.M.Joshi, M.L.A.; Mr. R.R.Bakhale, General Secretary of the Federation; Mr. V.V.Giri, M.L.A.; Mr. R.W.Fulay; Mr. Aftab Ali; Mr. M.Fernandes; Mr. N.N.Menon; Mr. Syed Munawar and Mr. I.S.Patel.

Representatives of the A.I.T.U.C.- Mr. R.S.Ruikar, President of the All-India Trade Union Congress; Mr. R.A.Khedgikar, general secretary; Mr. R.S.Nimbkar; Mr. Charles Mascarenhas; Mr. P.L.Ghanekar; Mr. A.N.A.Zaman; Mr. Somnath Lahri; Mr. V.B.Karnik; Mr. D.L.Phatak and Mr. Z.R.Chowdhry.

The meeting was held in camera. The following summary is based on statements issued to the Press by the Conference Officials.

Method of Joint Action: Joint Labour Board Favoured.- Opening the proceedings of the Conference, Mr. Joshi expressed his pleasure

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at the willingness of the parties to negotiate for a settlement in the interest of the Indian labour movement. He invited suggestions for such a settlement.

Representatives of both sides then took part in the discussion that followed. The main question was, whether to have a machinery for joint action on all labour matters or to bring about direct amalgamation of the two organisations.

Spokesmen of the Trade Union Congress seemed to be in favour of bringing about unity, but certain difficulties were pointed out by representatives of the Federation. The latter's contention was that there were practical difficulties in the way of amalgamation so long as the T.U.C. allowed communists to do what they liked. All these years labour leaders had received nothing but obstruction from communists, who had thus been of no assistance to them, and if they were to pursue the same policy as before, no useful purpose would be served by ~~the~~ so-called unity in their ranks.

It appears that some of the representatives of the Trade Union Congress insisted upon their right to criticise the attitude of the Federation towards labour affairs, but they said they would not be obstructive.

Representation at I.L.Conference. - The conference also discussed the question of labour representation at International Labour Conferences at Geneva, as also the question of affiliation to foreign labour organisations.

The following is a summary of the resolutions passed by the Conference. These resolutions "represent the greatest common measure of agreement" between the two Organisations.

Joint Labour Board Established. - The main resolution adopted by



the conference welcomed the "growing indications among all sections in the labour movement to co-operate with one another with a view to reaching organisational unity in the trade union field. The conference, therefore, decided that as an immediate step in that direction and with the object of building up a closer contact and taking joint action wherever possible, an all-India Joint Labour Board be established on which the All-India Trade Union Congress and the National Trades Union Federation should be represented in equal numbers and which should conduct its work on lines jointly agreed to by the two organisations. It would be the endeavour of the Joint Labour Board to establish and increase the contact between the trade unions affiliated to the Congress and the Federation by jointly conducting mutually agreed propaganda, by taking agreed joint action and rendering mutual help whenever possible and necessary.

This, in the opinion of the Conference, could be achieved inter alia by (a) organising joint Labour Weeks in different parts of the country; (b) holding joint May Day celebrations and meetings; (c) organising joint propaganda meetings and (d) issuing from time to time joint statements on matters affecting the interests of the working classes.

Personnel of Joint Labour Board.- The joint conference further resolved that the following should form the executive of the All India Joint Labour Board:- President - Mr. V.V.Giri, M.L.A.; General Secretary - Mr. R.S.Ruikar and Mr. N.M.Joshi, M.L.A.; Mr. Jannadas Mehta, Mr. Aftab Ali, Mr. R.S.Nimbkar, Mr. R.A.Khedgikar, and Mr. Sibnath Banerjee, members.

The Executive of the Board should frame rules for the proper working of the Board and these rules should not be inconsistent with the policies jointly laid down by the two organisations.

Labour Attitude towards Constitutional Reforms.- With regard to the new Indian constitution, the joint conference passed a resolution expressing its opinion "that the new Government of India Act, far from removing the objectionable features of the Joint Parliamentary Committee's Report, had been made more retrograde and reactionary. It was conceived in a spirit of distrust of the Indian people and it neither provided for Self-Government nor was it based on democratic principles. The representation given to labour was utterly inadequate and fell far short even of the representation given to the landed and commercial interests through special or general constituencies. The Act held out no prospect of the Indian masses and the working classes ever securing an adequate and effective voice and control in the legislatures and administration of the country, and was, therefore, unacceptable to them. The joint conference held the view that no constitution would meet the requirements of the Indian masses and the working classes or satisfy their legitimate aspirations or allay the present political and economic discontent, which was not designed to endow India with <sup>the</sup> status of self-governing country based on a democratic constitution.

Wage-Cuts and Rationalisation.- In regard to wage cuts in the

railways, textile and other industries, the conference passed a lengthy resolution viewing with "great alarm the present deplorable plight to which the industrial workers in India have been reduced by the methods of rationalisation, policies of wage cuts and retrenchment adopted by the employers which have seriously reduced the purchasing power of the masses and thrown out of employment thousands of workers, and which have disturbed the workers' social and economic life to the great detriment of national efficiency." The conference therefore recommended to the Joint Labour Board to take, in consultation with the Trade Union Congress and the Federation, such steps as might be necessary to increase the organised strength of the workers and to check the employers' tendencies to effect wage cuts.

Protection to Industries to be Dependent on Improved Labour Condition.- The conference also suggested that the question of protection to industries should be reopened and a detailed inquiry into the results of protection so far given to the various industries should be held to find out, "inter alia" whether the grant of protection had improved the workers' standard of life or created more employment. The inquiry should also consider whether the continuance of protection should not be made dependent upon those industries adopting satisfactory standards of wages and other working conditions.

Demand for Wage-Fixing Legislation.- The conference was further of opinion that minimum wage-fixing legislation should be introduced in the provincial or central legislatures.

The Unemployment Problem.- Another resolution passed by the conference related to the adoption of suitable schemes for relieving unemployment in the country.

Social Insurance and Hours of Work.- Resolutions asking the Government of India to take immediate steps to introduce a bill providing for unemployment insurance, a health insurance bill for the protection of workers, and to amend the Indian Factories Act and other legislation dealing with the hours of work to provide for a forty-hour-week for all industrial workers in India were also passed.

Employment of Indian Seamen in British ships.- The conference expressed its regret at the "unfriendly attitude" taken by the Parliamentary Labour Party towards the employment of Indian seamen on British-owned ships. The conference maintained that Indian seamen had the same right to employment on these ships as that enjoyed by any other British subjects, and requested Government to intervene in the matter.

Demand for Industrial Council.- The conference recommended to the Joint Labour Board to take steps to set up a standing committee to draft and promote labour legislation. It also requested Government to set up an Industrial Council as recommended by the Royal Commission on Indian labour.

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Co-operation with Indian National Congress.- The Conference adopted a resolution appointing a sub-committee to co-operate with the Indian National Congress and place before the Congress the following demands:-

1. Restoration of the wage-cuts in the textile and other industries and a move in the Assembly for the withdrawal of protection to the respective industries by the Congress Parliamentary Board in case the wage-cut is not restored.

2. Recognition of trade unions in the railways, textiles and other industries.

3. The introduction of a 40-hour week in all industries without lowering the standard of living.

Protest against Bengal Ban on Labour Meetings.- The conference also adopted a resolution viewing with alarm and strongly condemning the action of the Government of Bengal in permanently banning all labour meetings in Calcutta and its suburbs. It was of opinion that the ban constituted an attack on the elementary rights of the workers to assemble and further demanded that the ban should be immediately withdrawn.

(The Times of India, 5,6 & 7-8-1935 and the Amrita Bazar Patrika, 7-8-1935).

All-India Trade Union Congress:

Executive Committee Meeting, Bombay. +

The first quarterly meeting of the Executive Committee of the All India Trade Union Congress was held at Bombay on 2,3, & 4-8-35 under the Chairmanship of Mr. N.S. Ruikar. The following are the more important of the resolutions passed at the meeting:-

1. New Constitutional Reforms.- The Executive Committee reiterates its emphatic opinion that the reforms embodied in the new Government of India Act are retrograde and reactionary and will intensify the economic exploitation of the masses and therefore is of opinion that the new constitution should be unequivocally rejected.

The Executive is further of opinion that acceptance of offices under the new reforms is contrary to and is inconsistent with the policy of rejection and will be against the interests of the working

class and detrimental to the struggle for Independence.

The Executive Committee therefore resolves that the affiliated Trade Unions should carry on a vigorous propaganda by holding mass meetings, demonstrations etc., against the acceptance of office under the new reforms.

It insists that legislatures should be utilised as platforms of propaganda regarding the immediate economic demands of the masses; and for the intensification of the struggle for freedom and for the convening of the Constituent Assembly.

2. Co-operation with Congress.- This Executive appoints a sub-committee consisting of R.S. Guikar, R.A. Khedgikar, and Charles Mascarenhas to represent the following demands to the Labour Sub-Committee of the Indian National Congress.

(1) Restoration of wage-cuts in the textile and other industries and a motion in the Assembly by the Congress Parliamentary Board for the withdrawal of protection to these in which the wage-cut is not restored.

(2) Recognition of the trade unions in the Railways, textiles, and other industries.

(3) Adoption of a 40-hour week in all Industries without any lowering of the standard of living.

3. Protest Against Arrest of Labour leaders.- A resolution was passed condemning the repressive policy of the Government towards trade unions and the arrests of comrades Guikar, Tyeb Sheik and R.S. Nimbkar, the internments of Mazaffar Ahmed, Leshpande, Chate and others and the exterrment of Senyal.

It was resolved to organise an All India **Anti-Repression Day** to condemn the policy of repression. The General Secretary was authorised to fix the day in consultation with the other labour and political associations before the end of September 1935.

4. Protest Against British Labour Party's Demand to Exclude Indians from Service in Ships.- By another resolution, the attitude of the British Labour party was condemned for advocating the policy of discharging Indian seamen from British-owned ships, in order to create more jobs for the unemployed British seamen.

5. Unification of Trade Unions.- <sup>A</sup>The Sub-Committee was appointed to bring about the amalgamation of rival trade unions, consisting of Messrs. V.B. Jarnik, Joglekar, Jambhekar, Phatak, S.T. Fulkarni (Nagpur) and Chanekar (Nagpur), the latter two autonomously for the C.F. The Committee is to report within two months.

(The Indian Labour Journal, 18-8-1935). +

Mr. R.S. Ruikar, President, All India Trade

Union Congress Convicted for Sedition. +

Mr. R.S. Ruikar, President of the All India Trade Union Congress, who was arrested some time back on a charge of sedition and placed on trial before the Chief Presidency Magistrate, Calcutta, was sentenced on 16-8-1935 to one year's rigorous imprisonment. This charge of ~~sedition~~ sedition was in connection with a speech Mr. Ruikar made at the 14th session of the All-India Trade Union Congress held on 21-4-35 at Calcutta (vide pages 47-54 of our April 1935 report).

(The Indian Labour Journal, Nagpur, 18-8-35)

The following editorial comments have been made by the Indian Labour Journal dated 18-8-1935 on Mr. Ruikar's conviction:-

"For the fifth time Mr. R.S. Ruikar is imprisoned in the course of ~~offi~~ five years. His first conviction began with the ending of the G.I.P. Railway Strike in 1930. In the same year he was again tried under Sec. 108 I.P.C. and was sentenced to one year's simple imprisonment. After his release he was arrested and convicted in connection with his speech on the All-India strikers' day and convicted for the fourth time during the last Empress Mills Strike. Now his conviction is due to the speech delivered at the All India Trade Union Congress at its Calcutta session in April last. Mr. Ruikar had, therefore, to suffer incarceration for every strike he ~~was~~ was connected with or every demonstration or organisation in which he took an active part. As President of the All India Trade Union Congress, he has been very keen and earnest in trying to bring about unity between his organisation and the National Trades Union Federation. He ~~was~~ was elected very recently as the General Secretary of the All India Labour Board. It was expected that as an important executive of this new organisation, Mr. Ruikar would be able to achieve unity much earlier than otherwise possible. Now all these hopes have been shattered to pieces, at least for another year.

Mr. Ruikar is more a nationalist than a communist or any ~~xxx~~ other 'ist'. There is practically no difference between his political convictions and those of Mr. Giri, Mr. Ruikar is in full sympathy with the national aspiration and does not swear by violence. But unfortunately he often gets into trouble for the alleged use of strong language. His convictions have become numerous enough to make him more a martyr than a hero, as great men like Lokmanya Tilak had been made. +

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Progress of Trade Unionism in India, 1933-34\* ✓

Registered and Unregistered Trade Unions.- As in previous years the statistics given below relate only to trade unions which (a) are registered under the Indian Trade Unions Act, 1926, and (b) have submitted returns. Registration under the Act is not compulsory and the number of unregistered unions is large. For example, according to the Bombay Labour Gazette for February 1935 there were, on the 1st December 1934, 106 unions with a membership of 112,828, of which only 48 with a membership of 71,848 were registered.

Difficulty in Getting Returns.- The Report states that as in the previous years, there was considerable difficulty in collecting the statutory returns. Even <sup>at the time of writing the report</sup> ~~now~~, statistics are available only for 160 of the 191 registered trade unions in existence on the 31st March 1934.

Number and Membership of Registered Trade Unions.- The following table gives certain comparative figures relating to the number and ~~and~~ membership of registered trade unions for the period 1927-28 to 1933-34.

Year	No. of registered trade unions.	No. of unions from whom returns <del>return</del> required under the Act were received.	Total membership of the unions shown in column (3)	Average membership per registered union.
(1)	(2)	(3)	(4)	(5)
1927-28	29	28	100,619	3,469
1928-29	75	65	181,077	2,414
1929-30	104	90	242,355	2,693
1930-31	119	106	219,115	2,067
1931-32	131	121	235,693	1,948
1932-33	170	147	237,369	1,615
1933-34	191	160	208,071	1,300

\* Note on the working of the Indian Trade Unions Act, 1926, during the year 1933-34 with comparative statistics for 1932-33 and 1933-34. - Published by Manager of Publications, Delhi. 1935. Price Annas 10 or 1s.

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The figures for membership relate only to those unions which submitted returns. In 1933-34 the number of registered trade unions increased in Bengal, Bombay, Burma, the Central Provinces, Madras and the Punjab. ~~xx~~ Ajmer-Merwara and the United Provinces recorded a decrease of one registered trade union each. In Bihar and Orissa and Delhi there was no change.

Trade Union Activity in Different Trades. - The following table shows the number and membership of the registered trade unions from whom returns were received classified according to industries.

Branches of industry.	1932-33		1933-34.	
	No.	Membership	No.	Membership.
1. Railways (including railway workshops & other transport).	28	122,667	27	98,682
2. Tramways	3	1,834	3	2,007
3. Textiles.	21	21,485	22	20,727
4. Printing Presses.	6	2,966	7	3,182
5. Municipal	11	3,830	14	5,039
6. Seamen.	7	52,361	9	45,691
7. Docks and Port Trusts.	9	6,910	10	7,466
8. Miscellaneous.	62	25,316	68	25,277
Total.	147	237,369	160	208,071
Number of women members.	...	5,090	...	2,999

Provincial Distribution.- The following table shows the number and membership of registered trade unions by Provinces as on 31-3-1933 and 31-3-1934.

Province.	No. of registered unions.		No. of unions making returns of membership.		Membership of unions making returns.	
	1933	1934	1933	1934	1933	1934
Ajmer-Merwara.	2	1	1	1	34	59
Bengal	31	46	29	40	71,860	79,182
Bihar and Orissa	4	4	3	4	2,397	4,052
Bombay	44	45	36	39	64,169	52,513
Burma	1	2	1	2	115	1,144
Central Provinces.	11	12	11	12	7,305	8,968
Delhi	10	10	8	9	11,749	10,581
Madras	34	38	32	25	48,054	21,708
Punjab	27	28	21	24	21,863	22,053
United Provinces.	6	5	5	4	9,823	7,811
Total	170	191	147	160	237,369	208,071

Size of Unions.- Of the 160 unions from which returns were received, 1 had a membership of over 20,000 (20,669 members), 6 had a membership between 10,000 and 20,000 (90,833 members), 2 between 5,000 and 10,000 (11,359 members), 10 between 2,000 and 5,000 (28,342 members), 17 between 1,000 and 2,000 (22,955 members), 25 between

500 and 1,000 (17,555) members, 19 between 300 and 500 (7,118 members), 38 between 100 and 300 (7,393 members), 20 between ~~100~~ 50 and 100 (1,294) members), and 22 below 50 (553 members). The largest number of unions, as in previous years was in the group of unions with a membership of 100 to 299.

General Progress during 1933-34.- As compared with the year 1932-33, the membership of unions which submitted returns fell from 237,369 to 208,071, the lowest figure reported since 1928-29. The total income and balances in hand fell from Rs. 556,953 to Rs. 503,257 and from Rs. 561,024 to Rs. 550,180 respectively. The amount of unpaid subscriptions was again very considerable.

Organisation of Women Workers.- The following table shows the number of women included in the membership of registered trade unions for the years 1927-28 to 1933-34:-

Year.	Membership.
1927-28	1,166
1928-29	3,842
1929-30	3,299
1930-31	3,151
1931-32	3,454
1932-33	5,090
1933-34	2,999

The figures for 1933-34 amount to 1.4 per cent of the total membership of those trade unions which submitted returns. The decrease in the number of women members is largely due to a fall in the membership of the Kajugar Kamkari Union of Bombay, which consists almost entirely of women. But the figures reported for 1932-33 were too high owing to misclassification by a union in the Central Provinces .

General and Political Funds.- The income and the closing balance for the last seven years of the general funds of those trade unions which have submitted returns were:-

Year.	Income during the year. Rs.	Balance at the end of the year. Rs.
1927-28	163,581	160,578
1928-29	316,863	294,301
1929-30	432,638	311,765
1930-31	407,379	377,189
1931-32	478,265	546,690
1932-33	556,953	561,024
1933-34	503,257	550,180

The average income for 1933-34 was Rs. 3,126 per union, and Rs. 2-6-8 per member, as compared with Rs. 3,789 and Rs. 2-5-6 respectively in 1932-33. The National Union of Railwaymen of India and Burma, Bombay, maintained its political fund with 2,295 subscribers during the year. The income of the fund amounted to Rs. 1,134-3-0, and there was no closing balance. The Madras Labour Union for Textile



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mill workers, and the Ramachandrapuram Taluk Labour Union, Madras, also maintained political funds with 325 and 270 subscribers respectively. The former Union had no closing balance in its political fund, while the balance of the latter was Rs.4 only.

Withdrawal and Cancellation of Registration.- 22 unions ceased to exist or had their certificates of registration cancelled during the year - 9 in Bombay, 2 in Bengal, 2 in Madras, 5 in the Punjab, 2 in Ajmer-Merwara, and 2 in the United Provinces. 2 unions in Madras were amalgamated with another newly registered union.

General Remarks.- The Indian Trade Unions Act, 1926, remained unchanged during the year. No appeal was filed under section 11 of the Act against the refusal of ~~the~~ Registrar of Trade Unions to register a union.

(The Note on the working of the Indian Trade Unions Act during 1932-33 was reviewed at pages 57-60 of our August 1934 report).

#### 14th Session of A.I. Postal and R.M.S. Conference,

Allahabad, 1935. ✓ +

The 14th session of the All India (including Burma) Postal and R.M.S. Conference was held at Allahabad on 10 & 11-8-1935 under the presidentship of Mr. V.V. Giri, M.A. The principal issue which engaged the attention of the Conference was the report of the Postal Department Re-organisation Enquiry Committee which was published recently (vide pages 30-32 of our May 1935 report). The following is a brief summary of the presidential address:

Plea for a Strong Single Union.- According to Mr. Bewoor, the Director-General of Posts and Telegraphs, there are 13 different all-India unions for the Postal department and recognised by the Government. Sir Frank Noyce, replying to a question put by Mr. Maswood Muhammad in the last Assembly, stated that the Government of India were anxious to encourage a healthy trade union movement and, therefore, they regretted to see the development of communalism within the trade union movement. The existence of so many rival unions, not infrequently working at cross purposes, explains the weakening of the

postal employees' bargaining power and the worsening of their service conditions, that have become very pronounced of late. He appealed to all Postmen's Unions to merge into one association and to all the unions to close up their ranks and form one union for the whole department.

*development.* Government Service Conduct Rules.— In spite of Government's sanction, the Union is not yet registered under the Trades Unions Act. Even if it is registered, the Government do not allow it to work within the privileges recognised by the Indian Trade Unions Act. The Government Servants' Conduct Rules framed at a time when there was no recognition of the rights of labour, stand in the union's way of full development. Incidentally Mr. Giri referred to the recent I.L.O. publication on Hours of Work in Postal Services.

Recognition Rules.— The Government Recognition Rules, applicable not only to non-industrial employees but also to industrial workers, curtail the right of recognised unions to represent individual cases. This disadvantage has got to be removed at the earliest possible time in the interests of fair-play and justice, especially in view of the fact that Government servants have no legal right to sue their employer against wrongful discharge or dismissal. The necessity of right of representation of individual cases by unions becomes all the more acute on account of the fact that the Director-General of Posts and Telegraphs, according to the orders issued in 1932, has greatly curtailed the right of appeal of employees through departmental channels, even in serious cases of discharge and similar punishments. Where once an employee had the right of appeal up to the Government of India, an appeal is now restricted only upto the head of a circle.

The Royal Commission on Labour in India explicitly recommended the following regarding individual cases:—

"In our view recognition should mean that the employer recognises the right of the Union to negotiate with him in respect of matters affecting either the common or the individual interests of its members."

The above recommendation is applicable to postal workers as well and requires favourable consideration by the Government.

On a reference to the practice prevailing in Great Britain, it has been elicited that the Postal Workers' Union of that country does not labour under that disability. They further state that the Indian unions have their moral support for their demand to secure the right of representation of individual cases.

Conciliation Machinery.— It is commonly admitted that postal workers belong to a public utility service. Their right of association for all trade union purposes, including politics affecting them, is greatly curtailed. They are not recognised to have the right to strike under the Trade Disputes Act and there is no compensating standing machinery for the purpose of enlightening public opinion whenever trade disputes arise between the employer and the employees

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in the Department which engages more than 100,000 employees. It is high time for the Government to remedy this defect by constituting a central tribunal to go into questions where no agreement between the employer and the employees has been reached.

Pensions.— The service conditions of the lowest paid staff in the department are most regrettable. The inferior service staff are not granted the same pensions given to subordinates. The paltry sum of Rs. 4 as pension for 30 years' service, was introduced nearly 75 years ago. The Government have themselves admitted the injustice of denying to the inferior service staff the rights recognised for the subordinates. The plea of financial stringency held forth, has not much substance. Even the position of subordinates in regard to pensions is not enviable. They are eligible for pensions only as long as they live and if they die in the course of their service, not a farthing will be given to their families. Full commutation value of pensions should be granted without any restriction in each case.

New Scales of Pay.— The new scales of pay constitute another great infliction on the workers in the Department. Having regard to the Postal Enquiry Committee's recommendations, the future ~~recruitment~~ recruitment in the clerical cadre would be mainly confined to the second grade, which is Rs. 35-5-80. The present scale of Rs. 35-5-135 of the clerical cadre costs about Rs. 80 per clerk per month and the new cadre works to about Rs. 56 to 60. Since nearly 28,000 clerks are involved, the ultimate savings under the new scales will work to nearly Rs. 6.7 millions per annum. Under postmen, the savings would come to about Rs. 1.74 million at the rate of savings of Rs. 5 per post. Under runners, the savings would come to about Rs. 140,000. It seems that if the savings under the pensionary charges are also included, the intention of the new scales of pay is to save nearly ten million rupees in the wages bill of all the employees of the department. The new scales must be resisted with all the strength that the workers can command, to safeguard even the present unenviable standard, secured after considerable sacrifices in the past.

The Pasricha Report.— Mr. Giri also condemned the Pasricha Recommendations as being more in the nature of retrenchment than in that of reorganisation for which it was constituted.

Deputation to Wait on Director-General of Posts and Telegraphs.— The Conference appointed a deputation of Messrs. V.V.Giri, N.C.Sen Gupta, S.C.Joshi, A.R.Khan and K.Basu to wait on the Director-General of Posts and Telegraphs and the Hon. Member, Industries and Labour Department, for personal discussion with them., of the Postal Enquiry Committee's Report and recommendations.

Office-bearers.— The following office-bearers of the All Indian Postal and R.M.S.Union were elected for 1935-36: President - Mr. V.V.Giri, M.L.A., Vice-presidents - Pandit Lakshmi Kant Moitra, M.L.A., and Mr. A.R. Khan; Secretary - Mr. N.C.Sen-Gupta; Assistant Secretaries - Mr. N.C. Dutt, Sardar Gur Charan Singh; Treasurer - Mr. A.N.Vaid.  
(The Leader, 12 & 15-8-1935).

(For a review of the 13th session of the All India Postal and R.M.S.Conference, vide pages 42-45 of our January 1934 report) +

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Intellectual Workers.

The Third All India Journalists' Conference,  
Calcutta, 1935.

The 3rd session of the All India Journalists' Conference, was held at Calcutta on 17 & 18-8-1935 under the Presidentship of Mr. C.Y.Chintamani, Editor of the Leader, Allahabad. The Conference was attended by many journalists from all parts of India.

In the course of his speech as Chairman of the Reception Committee Mr. Mrinal Kanti Bose made a bitter attack on the Indian Press Act, 1931, and the prosecutions launched by the Government against many Indian papers under the Act. Other offending pieces of legislation restricting the liberty of the Press ~~xxx~~ were the Foreign Relations Act, 1932, and the States' Protection Act, 1934. Moreover, in Bengal, a Press Officer has been appointed to "advise" editors but who in fact censored press matters and effectively controlled the publication of news and opinion in the national press of Bengal.

Mr. C.Y.Chintamani, in the course of his presidential address, spoke in scathing terms about the Press Act and the efforts of the Government at present to lengthen its life. He said:

"I had an opportunity, five years ago, of asking the highest officers in the land whether the end they had in view could not be achieved by the enforcement of sec.108 and why they wanted the very rigorous Press Ordinance of that year. The answer was that experience had demonstrated the inadequacy of that section. I had the temerity to utter the challenge that it should be stated categorically where, when and how the alleged inadequacy became manifest. On my part I undertook to show that except in one case the magistrates concerned did uphold the executive with no interference from higher tribunals. The only reason that I can think of is that the proceedings under that section are judicial - albeit the judicial authority is an executive magistrate, an officer sub-ordinate to the Government, one whose prospects in service depend upon the good-will of the Government. But the accused is there given an opportunity of vindicating his innocence. If he has the means and the will he has the

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further opportunity of taking his case in revision to the High Court. This evidently has proved too much for a Government which prefers the reign of discretion to the reign of law."

Speaking about the working conditions of journalists, Mr. Chintamani said:

" There are frequent complaints that press employees are not accorded fair treatment in respect of security of tenure or fair remuneration or reasonable hours of work. On the side of employers there are complaints that men with a fair degree of ability and knowledge are not easily available for engagement on the staffs of newspapers. While sufficiently high preliminary qualifications are required of members of other professions there are no institutions for the training of journalists and no minimum qualifications demanded of applicants for appointments as sub-editors and reporters. It is not always realised that not every stenotypist can be a reporter and that not every man who has failed to get a job elsewhere is good enough for appointment as a sub-editor. Last year in Calcutta an attempt was made in this behalf and a scheme was actually drawn up for the institution of courses in journalism in the University of Calcutta. I hope it will be found possible to introduce in at least some of our universities courses in journalism not necessarily identical with but more or less similar to those which have been in force for a number of years in the London School of Economics. In England there are institutions with large funds at their command for the benefit of newspaper press employees. In India persons who are so imprudent as to become journalists are seldom free from anxiety for the wives and children they will leave behind them. I fear that in very few newspaper offices are there provident funds for the benefit of their employees. Worst of all, it has just come to my notice that there are not wanting a few, I sincerely hope they are a very few, seemingly big newspapers which, taking advantage of the unemployment among the educated, are running themselves with the aid of a subordinate staff made up mostly of apprentices paid nominal wages. If it may be that they are not well off financially but this practice, if unfortunately it does exist as it has been reported, is reprehensible and must be condemned."

The following are some of the resolutions discussed at the Conference. Excepting the resolution (No.8) regarding university courses in journalism all other resolutions were adopted.

Protest Against Indian Press Act.- "The All India Journalists' Conference is gravely ~~is~~ concerned by the reported intension of the Government of India to renew the Criminal Law Amendment Act, 1932 which included the Press (Emergency Powers) Act 1931 in a more objectionable form. The conference is emphatically of opinion that these acts of 1931 and 1932 as well as the Indian States Protection Act and the Bengal Criminal Act 1934 are utterly incompatible with the

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the legitimate freedom of the press and the fundamental right of free expression of opinion and strongly urges that none of these acts should any longer be retained on the statute book;"

(B) "This conference appeals to the members of the Indian Legislative Assembly to oppose all proposals for the renewal of the Press Emergency powers in any shape or form."

2. Protest against Press Officer in Bengal.- "The All India Journalists' Conference strongly objects to the maintenance of the Press Officer in Bengal as well as to the manner in which in various ways the freedom of the press has been interfered with by the operations of the Press Officer. The Conference urges the immediate abolition of the censorship."

3. Freedom of the Press in Indian States.- "The All India Journalists' Conference urges upon the rulers of Indian States to recognise the freedom of the press in their respective States and to encourage the free expression of opinion as fundamental rights of citizenship".

4. Organisation of Foreign Propaganda.- "This Conference places on record its strong abhorrence of the propaganda carried on abroad against India and is of opinion that ways and means be devised to combat such propaganda and to conduct a well-organised publicity campaign on Indian affairs abroad."

5. Government Competition.- "This Conference strongly protests against the practice of the Government of entering into competition with private-owned or company-owned newspapers in India in securing advertisements for Government and semi-Government publications, and urges on Government the immediate abolition of such competitive practices by such publications."

6. Working Conditions of Employees. (a) "With a view to securing better conditions of service for working journalists' in respect of working hours, leave, security of tenure, regularity of payment, provision against the risk of disease, death, superannuation etc., this conference is of opinion that:-

1. A uniform set of rules which should be enforced in all newspaper offices be drawn up to regulate the conditions of service of working journalists in respect of working hours, grant of leave, superannuation, dismissal, resignation, provident fund etc.

2. All newspaper proprietors be requested to enforce the rule framed under sub-clause 1 of this resolution in their respective offices.

3. All newspaper proprietors be requested to establish a provident fund for the benefit of their staff in accordance with the rules framed under sub-clause 1 of this resolution;

4. All newspaper proprietors be requested to assure regularity of payment to their staff;

5. A Press Fund be established for each province to be administered by a Provincial Journalists' Association;

(b) This Conference authorises the Indian Journalists' Association to frame the rules referred to in sub-clause (a) of this

resolution."

**7. Register of Unemployed Journalists.-** "This Conference recognises the vital need of maintaining registers of unemployed journalists by the Indian Journalists' Association and the various other journalists' associations in the country and recommends to the proprietors of all newspapers and periodicals in India that recruitment of staff in their respective offices be made as far as possible from among journalists whose names are maintained on such registers of unemployed journalists."

**8. University Courses in Journalism.-** "With a view to increase the efficiency of the Press in India this Conference is of opinion that arrangements be made in Indian Universities for the training of ~~the~~ journalists on lines similar to those prevailing in some Universities of Europe and America. This Conference requests the authorities of Indian Universities to take steps in this behalf and urges upon provincial journalists' associations to take up this matter with their respective universities."

**9. Provincial Journalists Associations.-** "This Conference urges that Provincial Journalist Association should be established without delay in provinces where they do not exist and is of opinion that all Provincial Associations be affiliated to the Indian Journalist Association in Calcutta, which this Conference recognises as the All India Organisation of Journalists."

(The Amrita Bazar Patrika, 18 &  
20-8-1935). +

Economic Conditions.

The Bengal Relief of Indebtedness Bill, 1935. ✓ +

The Government of Bengal intends introducing shortly a Bill in the Bengal Legislative Council with a view to amend the law governing the relations between agricultural debtors and their creditors. The Bengal Relief of Indebtedness Bill, 1935, with the statement of objects and reasons is published in the Calcutta Gazette Extraordinary dated 12-8-1935. The statement of objects and reasons appended to the Bill is reproduced below:

The problem of rural indebtedness with which this Bill deals has for many years been the subject of anxious consideration on the part of various Provincial Governments; but it has been brought into fresh prominence and has become a matter of immediate urgency in Bengal since the year 1929 when a sudden fall in the prices of agricultural produce resulted from the worldwide depression in trade. The agriculturists of Bengal, particularly those of its most fertile and previously most thriving districts, have become involved in debt far beyond their power to repay and unless a remedy is provided the consequences may be disastrous to the province. The Board of Economic Enquiry which was appointed in December, 1933, submitted in its report of 26th November, 1934, recommendations for legislation (vide pages 67-71 of our January 1935 report for details), which they expected would be of benefit to creditors in no less degree than to debtors. These recommendations were based on the provisions of the Central Provinces Debt Conciliation Act, 1933, and the Punjab Relief of Indebtedness Act, 1934; but whereas these two Acts aim primarily at settlement of debts by agreement between debtor and creditor, the Board of Economic Enquiry proposed that powers be granted for settlement by compulsion in certain cases. Meanwhile, successful experiments had been made in Chandpur sub-division of Tippera district by way of inducing creditors to compromise with their debtors, and it appeared probable that much could be done elsewhere in Bengal on similar lines. Provision has therefore been made in the Bill for setting up Debt Settlement Boards of different types as circumstances demand. The first type would resemble those which have shown such promise in Chandpur subdivision; the second would exercise powers like the Boards established in the Central Provinces though somewhat wider; and the third might be granted powers to exercise compulsion in varying degrees on creditors who unreasonably refuse to settle debts amicably. The powers proposed are those suggested by the Board of Economic Enquiry, with various safeguards against their misuse. In addition, the Bill includes provision, as suggested by the Board of Economic Enquiry, for a simple insolvency procedure, the need of which was emphasized in paragraph 367 of the Report of the Royal Commission on Agriculture in 1928. +



On 8-8-1935 a Bill was introduced in the Burma Legislative Council by Mr. Ba Than to provide for the constitution and powers of Debt Conciliation Boards to relieve agriculturists from indebtedness. The following is the text of the Statement of Objects and Reasons appended to the Burma Debt Conciliation Bill, 1935:-

The unprecedented economic position of the agriculturists has become very deplorable in that the prices of agricultural produce and of lands have at least decreased by about 50 per cent on the average and it is well known that the great bulk of the cultivators are heavily indebted. On the other hand, the creditors themselves do not get back their money and they are forced to go to Courts and compelled to sell the lands of the cultivators. In the enforced sales by Court auction lands are being sold at very low prices. The creditor is anxious to get cash while the cultivator cannot raise it under the prevailing conditions in the country. In many cases the creditors will be very glad to forego a portion of their claim if they can get cash in lump or in a few instalments. Even if we have got Land Mortgage Banks it is doubtful whether there can be any real help to the cultivators when value of the properties has gone down considerably. The cultivators in their present plight cannot get help from the Co-operative Banks and Societies as they ceased to be functioning as in normal times. In view of the present condition and the large number of sales of paddy lands through Courts and through Official Receivers and also by private sales at very low prices, it is extremely urgent that some measures are adopted to provide for the moderation of debts and saving the cultivators. It is necessary that urgent action should be taken as an emergency measure if even a considerable body of cultivators are to be saved and the passing of the lands into the hands of middle men and professional money-lenders ~~is~~ is to be avoided. The Central Provinces Government introduced a Bill of this nature as a Government measure and was passed in the Council about the end of 1932 and received the assent of His Excellency the Viceroy in 1933. Madras follows suit. In drafting this Bill I have adopted the Central Provinces Act and the Madras Draft Bill as models introducing necessary changes to suit the local conditions. The passing of this law will not cause much loss of revenue to Government while the benefits accrued to all concerned is immeasurable and it is earnestly hoped that this law will be a boon to the peasantry and will also give great relief to those for whose protection this Bill seeks.

(Pages 38-42 of Part III of the Burma Gazette dated 10-8-1935). +

Madras Economic Council: Scheme Approved by  
Legislative Council. ✓

Reference was made at page 53 of our May 1935 report to the decision of the Madras Government to set up an advisory Economic Council. The scheme came up for discussion in the Madras Legislative Council, <sup>on 5-8-1935</sup> when the Finance Member moved for the voting of a token grant of Rs. 100 towards the travelling allowance of co-opted members of the Economic Council.

The non-official section of the House opposed the setting up of the Council. Their chief arguments against the scheme were: (1) that details regarding its constitution were not available; (2) that instead of the Council remaining merely an advisory body, it should be an autonomous body with definite functions; and (3) that in view of the reforms, it was advisable to wait till the new ministry was formed. The scheme was also opposed on the ground that it was proposed in order to serve the Party interests of the present ministers.

The Hon. the Raja of Bobbili, Chief Minister, replying to criticisms stated that the Council was advisory in nature. It was found that the efforts and activities of the various departments of Government required co-ordination. It was to fulfil this want that the idea was first conceived of constituting the Economic Council wherein every activity of the departments of Government could be reviewed and definite proposals and well thought-out plans of actions spread over a number of years formulated. The present intention of the Government was to constitute the Council with all the heads of

~~E~~ departments as members - not as a permanent body - for the purpose of collecting all the necessary materials and data available to the departments for the purpose of formulating suitable schemes. One of the criticisms that had been made was that no cut and dry schemes had been placed before the Council for their acceptance. To this the reply of the Chief Minister was that the very purpose of constituting the Economic Council was to draw up cut and dry schemes. The several schemes that they might formulate would be examined by the various departments of the Secretariat and acted upon by the Ministers concerned and placed for the approval of the Government.

The motion was carried by the House.  
(The Hindu, 5-8-1935).

Pending the actual formation of the Provincial Economic Council, which the Government have decided to constitute for advising them on schemes of economic and educational uplift of the people, a preliminary conference was held on 16-8-1935 of the heads of departments whom it is proposed to have as permanent official members of the Council. The hon. the Raja of Bobbili, Chief Minister, presided. The Conference at the outset, it is reported, discussed questions relating to the constitution and functions of the Council, and resolved to request the Secretary to the Government in the Development Department to prepare a note in the light of the discussions and the recommendations of the Finance Committee as regards the association of non-officials.

There was a general discussion on the schemes that should be formulated for educational uplift, particularly in the direction of the expansion of elementary education in rural areas. It was proposed to have a Sub-Committee for preparing a scheme. Views were exchanged

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as to how ~~best~~ efforts in the direction of agricultural and co-operative credit could be co-ordinated with special reference to the Government Bill recently passed by the Legislative Council and the report of the Special Officer who enquired into the state of rural indebtedness in the presidency. Problems relating to rural water-supply and sanitation were also generally ~~discussed~~ discussed, but no decisions were arrived at .

It appears to be the idea of the Government to constitute sub-committees for the formulation of schemes on various subjects. The number and names of the non-official members of the Economic Council are expected to be settled by the Government shortly. The actual meeting of the entire body will be convened about the end of October, in conjunction with the meeting of the Legislative Council. A number of Development departments have already suggested subjects on which schemes may be usefully drawn up.

(The Hindu, 16-8-1935). +

Industrial Survey of Travancore:

Scheme under Consideration by Government.

At the Budget Session of the Travancore Sri Mulam Popular Assembly held in July 1935, the Director of Industries of the State, made the announcement that the Government was bestowing a great deal of attention <sup>on</sup> to the development of cottage industries in the State. He detailed the various measures adopted by the Department and he pointed out that various cottage trades were taught in different parts of the country and that the Government were considering the undertaking of an intensive industrial survey of the State. He also observed that the department was trying its level best to popularize cottage industries.

(The Hindu, 3-8-1935). +

Employment and Unemployment.

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Problem of Educated Unemployed:

Information Bureau Opened by B.& O. Government. ✓ +

It is understood that the Government of Bihar and Orissa have created the post of an intelligence officer for the purpose of absorbing unemployed young men in the non-official industrial concerns of the province, and established an information bureau where a register is maintained of the prospective candidates with a science or technical degree or diploma, with details of their qualifications and experience. When vacancies in industrial concerns are notified to the bureau, they will be duly advertised and registered candidates who are suitably qualified will be advised by the department to apply for them. The bureau, however, will not be responsible for finding employment for the candidates, nor will it have any concern with the actual terms on which a candidate may be employed. It is the view of the Government of Bihar and Orissa that the candidates of the province with the necessary qualifications fail to secure employment in the industrial concerns of the province, because they are not in touch with them and are often unaware of the existence of any vacancies in them, for which they can apply. It is believed that, by creating this department, it will be possible for both the employers and the unemployed to come into touch with one another.

The Government, by awarding scholarships and stipends, have made it possible for deserving candidates to obtain specialised training both in India and abroad in different branches of industry as well as in the technical institutions in the province itself. A course of training for students which, it is believed, will make them properly

fitted for mastering supervisory and other professions in industrial concerns, is given in these institutions. All this expenditure, the Government believe, is being incurred in the interests of industrial expansion. They, therefore, hope that the industrial concerns in the province will take advantage of it by giving preference to suitably qualified men belonging to the province.

Bihar and Orissa claims to be the first Province to have a Government Bureau opened for solving educated unemployment.

(The Leader, 15-8-1935). †

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Co-operation.

Progress of the Co-operative Movement in  
Bengal, 1933 - 34. ✓ +

According to the Government Resolution on the report on the working of the Co-operative Societies in the Bengal Presidency for the year ending 30-6-1934, the history of the period is mainly one of struggle to maintain the credit of the movement through a period which unfavourable climatic conditions in some parts of the province, combined with economic depression throughout, made one of strain and anxiety. Government are accordingly glad to observe that, though no striking progress was secured, or could indeed have reasonably been expected, the department was on the whole in a stronger position at the close of the period than at its beginning. The Central Banks and all classes of societies increased their reserves. The Central Banks also increased their receipts from loans and deposits repaid by over Rs. 1.15 million and their issue of loans by over Rs. 175,000. In the case of agricultural societies the decrease in repayments by individuals was more than off-set by the increased repayments from banks and societies. There was an improvement in the recovery of overdue debts, but the outstanding sums are still disquietingly heavy and the Registrar has already paid special attention to the problem of their recovery. His report discusses the causes of the present position, which are primarily economic and describes the various measures initiated to meet the difficulty. Perhaps the most important of these is the all-round reduction of interest rates which, being in excess over the rates now prevalent in the open market, are an embarrassment to all types of society. Government are glad to note the progress

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already made in this direction. Another valuable development is the reorganisation of inspecting arrangements so as to secure more control <sup>over</sup> and supervision <sup>of</sup> with the existing staff. While one of the objects of the movement is to give training in self-organisation and self-help, times like the present throw a great strain on the resources of the great majority of societies, and the check and guidance of trained officers is necessary for the maintenance of that confidence without which they cannot survive and retain the confidence and support of their members.

Effect was given to ~~the~~ previous year's decision by the establishment of three of the five land mortgage banks which Government are introducing to meet the demand for long-term credit. It was not possible before the close of the year to form an opinion as to the extent to which they will succeed in fulfilling their purpose. Their establishment was, however generally welcomed, and Government, it is reported, will be prepared to make any change in their organisation, compatible with their financial security, which appears likely in the light of experience to make their operations more valuable to those whom they are designed to help.

(Summarised from page 1020 of the Supplement to the Calcutta Gazette dated 25-7-1935). †



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Progress of Co-operation in the Bombay Presidency, 1933-34. †

General.— According to the Annual Report on the working of the Co-operative Societies in the Bombay Presidency during 1933-34, the season was bad for crop in almost all parts of the Presidency. The prices of agricultural produce ruled very low and in some cases there was a further fall.

Number of Societies.— During the year under review the total number of co-operative societies decreased from 5,880 to 5,816 but the total membership increased from 595,655 to 602,967. The year also registered an increase in the total working capital and Reserve Fund of these societies from Rs. 158,091,875 in 1932-33 to Rs. 161,675,129 and from Rs. 12,157,203 to Rs. 14,598,445 respectively. The 5,816 societies working in the year under review were made up as follows: Central Banks, 20 (members, 15,318); Agricultural Societies, 4,755 (members, 309,801); non-Agricultural societies, 920 (members, 275,914); Unions, 118 and Insurance Societies 3.

Agricultural Credit Societies.— The number of agricultural credit societies fell from 4,573 in 1932-33 to 4,502 in 1933-34 and the total membership from 248,504 to 236,869. The working capital showed a decrease from Rs. 40,241,102 in 1932-33 to Rs. 38,738,973 during the year under review. But the reserve funds of these societies increased from Rs. 6,769,617 in 1932-33 to Rs. 7,088,678 in 1933-34. Registration of new societies is reported to be granted very sparingly after elaborate enquiry and only when the circumstances indicate that the agriculturists will be able to manage the society efficiently.

\* Annual Report on the Working of Co-operative Societies in the Bombay Presidency (including Sind) for the 12 months ending 31-3-34. Bombay; Supdt., Govt. Printing and Stationery, -Price As.5 or 6d. - pp.144

The policy of rectification and consolidation was pursued effectively during the year under report also.

Agricultural Non-Credit Societies.- As in the previous years the availability of efficient staff and honorary workers continued to be the principal handicap in the development of agricultural non-credit societies in rural areas. Although there is excellent nucleus for the development of non-credit societies, particularly in areas where the credit societies are functioning properly, experience has shown that in the absence of continuous, honest and businesslike management it is not possible to make real headway. The most important of the agricultural non-credit societies continue to be those for the sale of the produce of agriculturists. There were in all 69 sale societies during the year as against 62 at the close of the previous year. The increase in number is an indication of the growing recognition of this type of organisation as calculated to bring more income to the agriculturists. The cotton sale societies continue to be the outstanding feature of this type of co-operative activity. The number of these during the year increased from 26 to 28. The quantity of cotton sold was 407,020 maunds realising Rs. 3,002,159 as against 324,716 maunds realising Rs. 2,657,455 in 1932-33.

The Bombay Provincial Co-operative Bank.- The chief feature of working of the Banks has been the existence of surplus resources in excess of the requirements. Advantage of this has been taken by lowering the rates of interest payable on deposits, which are now on a par with those of the best joint stock banks. The general position of the Bombay Provincial Co-operative Bank is reported to be satisfactory during the year under report. The number of share holders increased from 2,872 in the previous year to 2,934 in 1933-34. The working capital decreased from Rs. 22,668,720 in 1932-33 to ~~Rs.~~ Rs. 21,416,822 during the year under review.

Producers' Societies. The number of producers' societies fell from 17 to 14 and their membership from 703 to 671 during the year 1933-34. Three societies were cancelled during the year. The figures show rather large variations as regards value of articles produced, but this is chiefly attributed to these societies acting more as sale agencies than as producing societies, as the market conditions are so unstable. However, they show a profit of Rs. 879, and it is remarked, considering the fact that this type of society has been particularly hit by the downward trend of prices of finished articles, the results are quite satisfactory.

Weavers' Societies. - There were 49 such societies with a membership of 1,957 during 1933-34 as compared with 52 societies with 2,154 members in 1932-33. The working capital also showed a decrease from Rs. 257,989 to Rs. 234,042 and sales from Rs. 144,794 to Rs. 104,602.

(The Annual Report on the working of the Co-operative Societies in the Bombay Presidency during 1932-33 is reviewed at pages 69-71 of our April 1934 report).

Co-operation

The Bihar and Orissa Co-operative Societies

(Amendment) Bill, 1935. ✓

The following is the Statement of Objects and Reasons of the Bihar and Orissa Co-operative Societies (Amendment) Bill, 1935 which is shortly to be introduced in the B. & O. Legislative Council:-

The prevailing economic depression and the continued low prices of agricultural products have adversely affected the repaying capacity of individual members of primary societies and of primary societies in relation to central banks to which they are affiliated. As a result, the financial position of central banks and registered societies has been very much weakened. Owing to the heavy accumulation of overdues, some central banks and registered societies are finding it difficult to meet the demands of their creditors. A few creditors by insisting on their claims can force the bank into liquidation, although such a course would not be in the interests of the creditors as a whole. Where there is reasonable hope of rehabilitating the finances of the bank or the registered society, a compromise or arrangement of the nature contemplated in section 153 of the Indian Companies Act, 1913 (VII of 1913), would not only save the bank or society from ruin, but would also, in the long run, secure more for its creditors than would be possible by immediate liquidation. As the Indian Companies Act, 1913, does not apply to co-operative societies, it is proposed in this Bill to include a provision in the Bihar and Orissa Co-operative Societies Act, 1935 (VI of 1935), on the lines of section 153 of the Indian Companies Act.

(The Bihar and Orissa Gazette dated 14-8-1935, Part V, pages 135-138). +

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Women and Children.

Improving the Lot of Labourers: Work of

Bombay Presidency Women's Council. +

The Labour Sub-Committee of the Bombay Presidency Women's Council, it is reported, has been engaged since the beginning of this year on a heavy programme for the amelioration of labour conditions in the presidency. So far the sub-committee has been concentrating on four things:-

1. The investigation of municipal workers' chawls, with a view to much needed improvements, such as additional lighting, water-taps, bathing places as well as a stricter supervision of gutters and cleaning arrangements in general.

2. The introduction of educational lectures in mill areas for women on such subjects as child-care, pre-natal as well as post-natal advice, disease prevention, sanitation and such other allied topics as directly affect the lives of this class of women.

3. The study of unregulated industries in which women and children are employed - concentrating on the bidi industry in particular - with the hope of eventually seeing them included in the regulated industry class in Bombay Presidency.

4. Keeping in touch with labour legislation as it affects women and children in industry throughout India.

(The Times of India, 26-8-1935.) +

## Agriculture.

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### Agricultural Statistics of British India, 1932-33\*

The Agricultural Statistics of India, 1932-33 is the forty-ninth of the series started in 1886 with statistics for 1884-85. Volume I of the Annual Report deals with the agricultural statistics of British Provinces, while Volume II deals with those of Indian States as far as they are reported. The year to which the returns relate ends on 30th June, this being the ~~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 1,813,000 square miles, or 1,160,221,000 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) . . . . .	727,045,000	281,518,000
2. Indian States having direct political relations with the Government of India. . . . .	383,934,000	68,673,000
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	1,160,221,000	352,757,000

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) dealt with in the ~~present~~ present volume - 727,045,000 acres or 1,136,000 square miles - includes 59,000,000 acres, with a population of some 10 millions, belonging to Indian States, which are within the political jurisdiction of Local Govern-  
ments

\*Dept. of Commercial Intelligence & Statistics, India - Agricultural Statistics of India 1932-33 - 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 1935 - Price Rs. 6-2-0 or 10s. - pp. ix+381.

and Administrations. Thus, deducting 59,000,000 acres belonging to Indian States from the total area of 727,045,000 acres included in British Provinces the remainder, 668,045,000 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 village papers for which statistics are given in this volume is 667,732,000 acres, as against 668,045,000 acres according to professional survey.

Classification of ~~the~~ Area ~~Sown~~ of British India.- The area of 667,732,000 acres is, for the purpose of Agricultural Statistics, classified as shown below. ~~667,732,000 acres~~

	Acres (1,000)	per cent
Forests ...	88,803	13.3
Not available for cultivation ...	145,550	21.8
Culturable waste other than fallow ..	154,610	23.1
Current fallows. ...	50,695	7.6
Net area sown. ,..	228,076	34.2
Total ...	667,732	100

The net area actually sown with crops during 1932-33 was therefore 228,076,000 acres, or 34 per cent of the total area, as against 228,856,000 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 260,391,000 acres, as against 262,901,000 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	290
United Provinces. ...	52 " "	136
Bengal. ...	47 " "	209
Bihar and Orissa ...	45 " "	157
Punjab. ...	44 " "	89
Bombay. ...	42 " "	62
Central Provinces and Berar.	38 " "	63
Madras.	38 " "	135
North-West Frontier Province.	27 " "	105
Ajmer-Merwara. ...	18 " "	179
Assam. ...	17 " "	145
Coorg. ...	14 " "	118
Burma. ...	12 " "	81
British India.	34 " "	117

Irrigation Statistics.- The total area irrigated in 1952-53 was 49,882,000 acres, as against 48,729,000 acres in the preceding year. Of this area, 22,195,000 acres were irrigated from Government canals, 3,875,000 acres from private canals, 12,212,000 acres from wells 6,444,000 acres from tanks, and 5,156,000 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 1952-53, the Punjab accounted for 29 per cent, the United Provinces 20 per cent, the Madras Presidency 19 per cent, ~~the~~ Bihar and Orissa and Bombay 10 per cent each, 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 53,768,000 acres in 1952-53. Of this area 85 per cent was under food crops and the remainder under non-food crops. Of the former 19,082,000 acres were under rice, 10,450,000 acres under wheat, 2,376,000 acres under barley, 1,492,000 acres under jowar, 1,240,000 acres under bajra, 1,101,000 acres under maize, 2,203,000 acres under sugarcane, and the remaining 7,851,000 acres under other food crops. Of the irrigated non-food crop area, 2,645,000 acres were occupied by cotton.

Classification of Area Sown.- The gross area cultivated with crops covered 260,391,000 acres in 1952-53. 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. ..	201,463	77.4
Condiments and spices. ..	1,551	0.6
Sugar. ..	3,367	1.3
Fruits and vegetables. ..	5,006	1.9
Miscellaneous food-crops..	1,744	0.7
<b>Total food-crops</b>	<b>213,131</b>	<b>81.9</b>
Oilseeds. ..	17,695	6.8
Fibres. ..	15,667	6.0
Dyes and Tanning materials.	596	0.2
Drugs and narcotics.	2,276	0.9
Fodder crops. ..	9,989	3.8
Miscellaneous non-food crops.	1,037	0.4
<b>Total non-food crops.</b>	<b>47,260</b>	<b>18.1</b>

+

Number of cattle.

	Per 100 acres of sown area.	Per 100 of population.
Coorg. ..	100	85
Delhi. ..	58	20
Madras. ..	66	49
N.W.Frontier Province.	46	44
Punjab. ..	54	61
United Provinces.	88	65

It will be seen that the number of cattle per 100 acres of sown area ranges between 34 in Burma and 145 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 57 per 100 of the population.

(The Agricultural Statistics of India for 1931-32 were reviewed at pages 84-88 of our February 1935 report).

Rural Uplift in Bihar and Orissa; Details of Government Scheme.

It will be remembered that the Government of India have sanctioned Rs. 10 millions to the various provinces to be devoted for rural development work ( for details, vide pages 67-68 of our February 1935 report). The Government of Bihar and Orissa have drawn up the following scheme for the utilisation of the funds amounting to Rs. 1.25 millions granted as its share on village communications Rs. 600,000, rural water supply Rs. 500,000, miscellaneous projects in North Bihar Rs. 100,000 and village welfare schemes Rs. 50,000.

Village Communications.— Consultations with Commissioners, District Officers and District Boards have elicited a general opinion that improvement in village communications is one of the most pressing needs of the province. In the absence of village roads the ryot has to sell his field produce at his village at far below the price he



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could be obtained if he were able to take it by bullock cart to the nearest market. The money earmarked for expenditure under this head will be spent on the provision or improvement of cart tracks enabling villages to connect with main roads and so with markets and railways. Improvement in rural communications are calculated to enhance the benefit that the province will derive from the recent appointment of marketing officers.

Rural Water Supply.— The need for adequate water supply, whether by the provision of more wells or by construction of small village irrigation dams is felt throughout the province.

Miscellaneous Projects.— The allotment for miscellaneous project will be spent on (1) the drainage of chaurs for bringing spoiled land under cultivation, and (2) the de-silting of tanks.

Village Welfare Schemes.— The allotment for village welfare schemes has been placed at the disposal of the Minister of Education. Detailed schemes have not yet been worked out, but the intention is to set up a few village organisations which are capable of self-development in future if the experiments meet with success. The programme of work which these village organisations would set before them includes the introduction of improved methods of agriculture, the encouragement of cottage industries, the improvement of village sanitation, the provision of good drinking water, etc.

(The Statesman, 4-8-1935).

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Maritime Affairs.

Safety of Life at Sea: Government of India's

Notification re. Amendments in Rules. ✓

Attention is directed to pages 1002 to 1006 of Part I of the Gazette of India dated 17-8-1935, where <sup>the</sup> draft of certain amendments to the Indian Merchant Shipping (Safety Convention Certificates) <sup>Rules, 1934,</sup> ~~are~~ <sup>is</sup> published. +