

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for February 1933.

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References to the I. L. O.

The Hindustan Times of 10-2-1933 and all papers publish the news of the postponement of the opening date of the 17th session of the I.L.Conference to 8-6-33 from 31-5-33, the date previously announced.

\* \* \*

The Times of India of 28-1-33 and the Leader of 29-1-33 publish a communique issued by this Office on 26-1-33 based on the Geneva Office Cable to this Office about Sir Atul Chatterjee's broadcast speech on 29-1-33.

(For a list of other Indian papers which published the communique, vide page 3 of our January 1933 report).

The Hindu of 17-2-1933, Federated India of 22-2-1933, and several papers publish in full the text of Sir Atul Chatterjee's broadcast speech delivered on 29-1-33, which was forwarded to the Associated Press for distribution by this Office. India and the World, Calcutta, publishes a short summary of the speech.

\* \* \*

The Hindu of 23-2-33 publishes an editorial article on the demand of Australia for reductions in the expenditure of the League and the I.L.O. In the course of the article, it is pointed out that India has for a long time been urging reductions in the expenditure of the League and despite this nothing substantial has been done till the end of 1932. It is also urged that the number of Indians recruited to Geneva, so far, is small, and that India's claim to greater representation on the staff of the League and the I.L.O. secretariats should be considered when fresh recruitments

are made.

\* \* \*

The Hindustan Times of 12 & 15-2-1933 publish a long article under the caption "The Unemployment Problem" contributed by Mr. S. Keshoram, a member of the staff of this Office. The article refers to the Geneva White Report on Hours of Work and Unemployment and to figures of unemployment for various countries, and advocates the undertaking by Governments of extensive public works as a remedy.

\* \* \*

A Note on the work and results of the Preparatory Conference on Hours of Work held at Geneva in January 1933 is published in the Press Report of the All India Railwaymen's Federation dated 15-2-33 and <sup>in</sup> the February 1933 issue of the Trade Union Record.

\* \* \*

The January 1932 issue of the Bulletin issued by the Nizam's State Railway Employees' Union publishes a short editorial note under the caption "The World's Workless". The note makes a reference to the Statistics of the unemployed published in the White Report on Hours of Work and Unemployment and strongly supports the adoption of ~~the~~ 40-hour week recommended in the Report as a palliative for the unemployment evil.

\* \* \*

The February 1933 issue of the Indian Review and the Servant of India of 2-3-33 publish reviews of the publication "Women Labour in India" by Mr. R.K.Das, a member of the staff of the Geneva Office.

\* \* \*

The February 1933 issue of Trade Union Record, Bombay, publishes the letter of the General Secretary of the Indian Trade Union Federation to the affiliated unions in the course of which reference is made to the Indian tour of Mr. C.W.H. Weaver and Dr. Pillai and the affiliated unions are requested to make full use of Mr. Weaver's visit.

\* \* \*

The February 1933 issue of Trade Union Record, Bombay, publishes extracts from the observations made by Mr. N.M. Joshi on the third Round Table Conference in an interview given to the press. In Mr. Joshi, in the interview, emphasises the necessity for making labour a Federal subject in order to ensure the continuity of the beneficent influence which the I.L.O. has been exerting on labour legislation in India. (A full summary of Mr. Joshi's views are given at pages 10-12 of our January 1933 report).

\* \* \*

The Hindu of 26-1-1933 publishes a Reuter's cable from Geneva dated 25-1-1933 to the effect that the Preparatory Conference adopted the principle of a 40-Hour week for industry.

\* \* \*

The January 1933 issue of the Labour Gazette, Bombay, reproduces at pages 345 to 348 the Note on the Preparatory Conference on Hours of Work published in Industrial and Labour Information of 14-11-1932.

\* \* \*

The following remarks were made by the President of the Maharashtra Chamber of Commerce, Bombay, at the first quarterly

general meeting of the Chamber held during the third week of February on the "All India Organisation of Industrial Employers' and India's representation at <sup>the</sup> I.L.Conference".

"The industrial employers of India have recently organised themselves into what is called the "All India Organisation of Industrial Employers". There was a real need for such an organisation, especially in view of the necessity of the Indian Employers' Delegation at the International Labour Conferences of Geneva being properly selected to represent truly the interests of industrial employers of this country, and it is a happy sign of the times that such an organisation has been actually formed and is functioning today.

"What, however, surprises me is that a separate organisation with similar objects should have been proposed to be ushered into being (See pages 33 of this Report) and should have been in a manner officially blessed by a member of the Government of India, at the annual meeting of the Associated Chambers of Commerce at Calcutta in January last. I think, it is awkward in more ways than one that there should be two parallel organisations claiming generally to work in the interest of and speak in the name of the industrial employers of India.

"It is claimed that <sup>the</sup> bulk of the organised industry of this country is largely in non-Indian hands and that non-Indians are very big employers. I question the correctness of this claim, but even if this is true, it is a misfortune and my submission is that the Government of the country at least ought to play their part fairly and nominate only Indians to represent Indian employers.

"I have a threefold objection to non-Indian industrial interests influencing either the nomination of the Indian Employers' Delegations to Geneva or the trend of discussions there. Firstly, non-Indian interests are generally dominated by their head offices in Great Britain, whose aim is to increase the cost of production in countries likely to compete with their manufactures.

"Secondly, this will obviously be tantamount to giving an additional vote by the back door to Great Britain at Geneva; and it is well-known that she has already got a number of votes through her Dominions.

"Thirdly, it is possible the interests of Indian and non-Indian employers may come into conflict and it may not be possible for the employers' Delegation to speak with one mind and voice.

"I take this opportunity to enter a strong plea for a single organisation for industrial employers in India as in many other countries and I trust all those concerned will be able to make this possible early by laying their heads together".

\* \* \*

Indian Employers' Delegation to 17th I.L.Conference:Government Convenes Conference of Employers.

It will be remembered that the Federation of Indian Chambers of Commerce, its constituent bodies, and the All India Organisation of Industrial Employers recommended Mr. Ambalal Sarabhai for nomination as the Employers' delegate to the 17th I.L.Conference, while the Bombay Millowners' Association and the constituent bodies of the Associated Chamber of Commerce recommended the Hon. Sir Pheroze Sethna for nomination as the employers' delegate to the same Conference (For details see pages 1 - 2 of our December 1932 & pages 8-9 of our January 1933 reports and our minute F.6/2752/32 dated 22-12-32 addressed to the Chief of Employers' Organisations Service).

In order to avoid the possibility of a challenge of credentials being made and to avoid repetition of scenes like those which happened at the 15th I.L.Conference, the Government of India has issued a circular letter on 4-2-1933 inviting representatives of employers' bodies to meet at Delhi on 1-3-33 so that an agreed settlement about the nomination may be arrived at. In the course of the circular, the Government says that under Article 389 of the Treaty of Versailles, the nomination of the Employers' representatives to the Conference has to be made in agreement with the industrial organisations which were most representative of employers. An examination of the recommendations received from Associations of industrial employers in India showed that these Associations were not agreed upon the question. Government was anxious, if possible, to obtain general agreement among associations of employers as regards the personnel of the Employers' Delegation to the Conference and hoped that it might be possible to secure a working arrangement which would give satisfaction to all sections and which might be extended to future sessions of the Conference also.

Conditions of Labour.Working of the Workmen's Compensation Act in India, 1931.\* ✓

The following information regarding the Working of the Workmen's Compensation Act, 1923, in India during 1931 is taken from a note on the subject recently issued by the Government of India. The year under review was the seventh complete year of the working of the Act.

Review of Administration in the Provinces. - The total number of cases coming within the purview of Statement I (number of cases and compensation paid in factories, mines, railways, docks and tramways) decreased from 23,574 in 1930 to 17,489 in 1931. The decrease is due to a fall in provincial totals registered by most provinces and in railways. The total amount of compensation paid also fell from Rs. 1,246,764 in 1930 to Rs. 1,066,356 in 1931. A few provinces, however, registered increases, e.g., Madras where the number of accidents increased from 796 in 1930 to 1,142 in 1931 and the total compensation paid from Rs. 29,664 in 1930 to Rs. 37,721 in 1931. The general decline in accidents is reported to be due to trade depression. This has reduced somewhat the numbers in employment and what is probably a more important effect, it has substantially reduced the number of new recruits entering industry, whose lack of experience and failure to realize the risks of industrial employment renders them particularly liable to accidents. The report records satisfaction at the anxiety displayed by employers in many provinces to see that injured employees receive their just

\* Workmen's Compensation Statistics for the year 1931 together with a note on the working of the Indian Workmen's Compensation Act, 1923. Published by order of the Government of India. Calcutta; Government of India Central Publication Branch, 1933. Price As.5 or 6d. - pp. 5.



dues and in some cases more than their just dues. Thus the report from Bengal commends the co-operation received from employers in making good insufficient deposits made with Commissioners. The Burma report records that many employers are glad to comply with the provisions of the Act and reluctant to resist claims and that some have made through Commissioners payments which they believed they were not compelled to make. The Bombay and the Bengal reports mention several cases of generous employers making ex gratia payments of compensation.

Trade unions generally have not, according to the report, yet taken a prominent part in assisting workmen to obtain compensation under the Act. At the same time it is remarked that the Bengal report mentions that the Indian Seamen's Union continued to take a marked interest in workmen's compensation, though the great majority of seamen's claims were instituted independently of the Union. The Kharagpur Claims Bureau which was started during 1930 continued to function throughout the year under review and the Bengal Nagpur Railway Company, Ltd., in connection with which this Bureau chiefly operates, settled a number of claims for compensation for permanent disablement without contest. An acknowledgment of the valuable co-operation received from the Calcutta Claims Bureau is also made in the Bengal report. This Bureau represents many of the leading insurance companies operating in India and deals with a large number of claims. The Bombay report mentions that the work of the Commissioner during the year was greatly facilitated by the fact that many claims were settled through insurance companies who were concerned with about 50 per cent. of the cases received by the Commissioner during the year. The Bombay report also mentions the considerable

part played by the Ahmedabad Textile Labour Association in obtaining compensation for workmen and their dependents belonging to Ahmedabad. The National Seamen's Union of Bombay and the Bombay Baroda and Central India Railway Employees Association at Ahmedabad are also mentioned as having presented a few cases during the year.

Seamen engaged on ships registered outside India have no statutory claim to compensation under the Indian Workmen's Compensation Act, but there exists an arrangement under which the shipowner and the seaman at the time of signing the Articles of Agreement enter into an additional Article of Agreement by which in the event of accidents, compensation in accordance with the Indian Act can be claimed by a seaman who does not prosecute claims elsewhere, and the Commissioners under the Indian Act are accepted as arbitrators in the event of disputes. The report records that according to the Bengal report, the arrangement worked admirably during the year under report and that even in cases where the employers could reasonably have taken the defence of limitation they generally waived that defence and readily settled the claims.

Applications filed before Commissioners. - Other statistics also reflect the decline in the number of accidents which has resulted from the depression in industry. 563 applications were filed in 1931 before the Commissioners for Workmen's Compensation under section 10 of the Act as compared with 640 in 1930 and 554 in 1929. The number of distribution cases filed before Commissioners under section 8 of the Act was 545 as against 652 in 1930 and 703 in 1929. The percentage of contested cases ~~to the total number of cases~~ to the total number of cases disposed of by Commissioners was 21.65 as compared with 21.5 in 1930 and 20.07 in 1929. The

number of applications filed before Commissioners for the registration of agreements during the year was 1,061 as compared with 997 in 1930 and 1,067 in 1929.

19 appeals were filed during the year in the High Courts while references to the High Courts under section 27 of the Act were made only in two cases, one in Madras and the other in Burma.

Occupational Diseases. - Only one case of lead poisoning appeared in the reports received from local Governments in respect of 1931. The case was in Bengal and the Government of Bengal, who were the employers concerned, paid a sum of Rs.2,310 as compensation for the permanent disablement resulting from the disease.

Legislative Changes. - The Act remained unchanged throughout the year, but by a notification dated the 12th February 1931, the Governor General in Council extended the Act to cover all persons engaged in constructing, maintaining, dismantling, altering or repairing aerial ropeways. A Bill following generally the recommendations of the Royal Commission on Labour was introduced in the Legislative Assembly in February 1932 and has been referred to a Select Committee.

(The working of the Workmen's Compensation Act, 1923, in India in 1928 is reviewed at pages 35-39 of the June 1930 report, that for 1929 at pages 28-31 of the July 1931 report and that for 1930 at pages 31-34 of our February 1932 report).

Madras Labour Department & the Depressed Classes, 1931-32\* ✓

The following details regarding the work of the Madras Labour Department for the uplift of the depressed classes is taken from the Administration Report for 1931-32 of the Commissioner of Labour,

\* Government of Madras Public Works And Labour Department - G.O.No. 50 L., 6th January 1933 - Labour Department - Administration Report - 1931-32. pp. 3 + 44.

Madras, submitted to the Madras Government. The activities of the Labour Department for the amelioration ~~of the condition~~ of the conditions of the depressed classes were restricted considerably in all directions on account of the great financial stringency which the year under report witnessed. Subject to the limitations which had to be imposed on the activities of the department on account of financial stringency, ameliorative work for the depressed classes, it is reported, proceeded on the usual lines and was confined to communities strictly coming under the category of depressed classes. Caste labourers and fishermen were definitely excluded from the scope of the activities of the department. The ameliorative work done can be classed under the following broad divisions.

- (1) Relief of congestion in cheris by the provision of house-sites;
- (2) organization and supervision of co-operative societies;
- (3) opening of labour schools, granting scholarships, stipends and boarding grants, etc., for the education of the depressed classes;
- (4) provision of sanitary amenities in villages such as pathways, burial or burning grounds, etc.;
- (5) provision of wells, tanks, etc., for supply of drinking water; and
- (6) assignment of land for cultivation and lease of lanka lands.

House Sites. - As usual the two methods adopted for the provision of house-sites were (1) the assignment of waste or poramboke lands at the disposal of Government free of cost to needy persons among the depressed classes; and (2) acquisition of private lands and their allotment in convenient plots to the depressed classes. The cost of acquisition in the latter case was recoverable in instalments spread over a number of years and the assignment was made either direct to the applicants or through co-operative societies formed among the depressed classes. 1,763 sites covering an

extent of 245.52 acres were assigned free of rent during the year. An extent of 63.06 acres providing 1,029 sites was acquired during the year from private parties at a cost of Rs.30,713-9-8.

Co-operation. - The activities in the direction of organization and supervision of co-operative societies among depressed classes proceeded on the usual lines and the kinds of societies organized came under one or other of the following categories:-

- (1) Societies for obtaining loans for the acquisition of house-sites;
- (2) societies for obtaining loans for agricultural purposes; (3) societies for credit purposes; (4) societies for obtaining leases of Government lands; and (5) flood relief societies. Excepting the credit and lease societies which were financed by private banks, chiefly the Christian Central Co-operative Bank, the rest were financed by Government. 1,859 societies were working at the beginning of the year, 50 societies were organized and registered during the year, 45 societies were transferred from other departments, 51 societies were wound up and 954 societies were transferred to the Co-operative Department. There were thus 949 societies at the end of the year.

Education. - The activities of the department for the spread of education among the depressed classes was continued on the usual lines and these were:-

- (1) running separate schools for the depressed classes;
- (2) granting scholarships;
- (3) granting stipends for teachers' training;
- (4) maintenance of hostels for depressed class students and awarding boarding grants to deserving pupils; and
- (5) granting financial assistance to private bodies engaged in the uplift of the depressed classes by maintaining schools, hostels, boarding homes, etc.

Two notable changes occurred during the year in the management

of labour schools by this department. With the removal of fishermen from the scope of the activities of the department, 41 schools for fishermen distributed in the districts of Nellore, Chingleput, South Arcot, East Godavari, Kistna, Guntur and Madras City were transferred with effect from 1st September 1931 to the management of the local bodies concerned, subject to the payment to them of an annual subsidy equivalent to the expenditure incurred by the Labour Department on their maintenance. The furniture and other equipment in them and the buildings belonging to Government in which they were located were also transferred to the local bodies. Orders of Government were also received during the year on the proposals for the transfer to the local bodies of the labour schools in the completed areas of East Godavari, Guntur and South Arcot districts. The transfer was subject to the same conditions as those referred to in the case of fishermen schools and was ordered to come into effect from 1st April 1932. 1,785 labour schools were functioning at the beginning of the year, 15 schools were newly started during the year and 624 schools were closed or transferred to local bodies. There were thus 1,176 schools working at the close of the year. Of these, 1,120 were day schools, 55 night schools and the rest combined day and night schools. 44,305 pupils comprising 35,660 boys and 8,645 girls studied in the labour schools which were manned by 1,423 teachers, of whom 1,353 or 95 per cent were trained teachers. In order to improve the accommodation in the existing labour schools, 18 sheds were newly constructed and 69 sheds were repaired at a cost of Rs.17,191 during the year. The Government of Madras sanctioned many scholarships and stipends for depressed class students.

(The Working of the Labour Department, Madras, during 1929-30 is reviewed at pages 24-28 of the March 1931 report and that for 1930-31 at pages 6-7 of the November 1931 report).

Hours of Work in Mines; Views of Karachi Merchants' Association. ✓

Reference was made at pages 14-16 of our December 1932 report to the proposal of the Government of India to reduce hours of work in mines. The Committee of the Karachi Indian Merchants' Association has recently communicated to the Government of India their views on the proposals, a summary of which is given below:

The Committee considered the existing daily limit of 12 hours as much too high and was of the opinion that <sup>a</sup> 10-hour limit would be reasonable and universally acceptable. It expressed itself in favour of the present weekly limits of 54 hours and 60 hours prescribed for under-ground workers and surface workers, respectively, under the Indian Mines Act being retained. It was pointed out that the limit for work above ground would necessarily be higher in view of the fact that ~~the~~ work on the surface was not continuous and as taxing as the work in the mines.

As regards the remaining <sup>three</sup> ~~2~~ points, the Committee endorsed the recommendations of the Royal Commission on Labour that the minimum age for children working in coal mines should be raised from 13 years to 14 years, and had no objection to the obligations proposed to be imposed on ~~the~~ mine managers to report all accidents likely to involve the enforced absence of any worker in excess of 7 days, and to the Local Governments publishing reports of Committees or <sup>2</sup> Courts of <sup>1</sup> Inquiry appointed under the Indian Mines Act.

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Working of the Hours of Employment Regulations on  
N.W. and E.I. Railways, 1931-32.\* ✓

The following details regarding the working of the Hours of Employment Regulations on the North Western and East Indian Railways during 1931-32 is taken from the first Annual Report on the subject submitted to the Government of India by Major H.W. Wagstaff, Supervisor of Railway Labour with the Government of India.

The Indian Railways (Amendment) Act, 1930.- The Indian Railways (Amendment) Act, 1930, was passed by the Legislative Assembly on 27-2-1930 and by the Council of State on 19-3-1930. It received the consent of the Governor General on ~~the~~ 26-3-1930. This Act (vide, pages 9-11 of our February 1930 report for text of the Act) adds a new Chapter (Chapter VI-A) to the Indian Railways Act, 1890, and deals with the Hours of Employment and periods of rest of Railway Servants in conformity with the obligations which the Government of India took upon themselves when they ratified the International Hours of Work (Washington) Convention and Weekly Rest (Geneva) Convention in July 1921 and July 1923, respectively.

In the Rules made under the 1930 Act, it was provided that the provisions of Chapter VI-A shall apply to the following classes of railway servants, namely:- (1) Operating Staff; (2) Transportation staff; (3) Commercial staff; (4) Traffic staff; (5) Engineering staff; (6) Mechanical staff; (7) Shed staff; (8) Watch and Ward staff; (9) Staff of the stores department or branch; (10) Staff of the medical department or branch; (11) Staff of the accounts department; and (12) Office staff, (vide pages 20-23 of our May 1931 report for the full text of the rules). These classes embrace practically all railway employees with some specified exceptions. The chief of these refers to staff coming under the Factories Act whose hours of employment are already regulated by that Act in accordance with the Washington and Geneva Conventions. Running staff have also been omitted for the time being pending further investigation which is now proceeding. Persons holding positions of supervision or management, and those employed in a confidential capacity are excluded from the scope of the Act in accordance with the two Conventions referred to, while certain employees whose work is not only essentially intermittent but of a specially light character have not been brought within the provisions of the new Regulations.

The whole of the provisions of the Act were applied to the North Western and East Indian Railways with effect from the 1st April 1931. This action automatically gave statutory effect to the Rules on these two Railways.

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\* Government of India. Railway Department. Annual Report on the working of the Hours of Employment Regulations on the North Western and East Indian Railways during the year 1931-32 by Major H.W. Wagstaff, M.C., R.E., Supervisor of Railway Labour. New Delhi: Printed by the Manager, Government of India Press; 1932. pp.29.



Number of staff involved.- The number of non-gazetted staff on 31-3-1931 on the two railways in question were as follows:- North Western Railway, 115,213, and East Indian Railway, 141,618. A certain number of these come within the scope of the Factories Act, but it is not possible to give the exact figures. The following approximate figures, which are sufficiently accurate for the purpose, represent the numbers coming under that Act:- North Western Railway - 16,000; and East Indian Railway - 34,000. Thus the numbers coming under the Hours of Employment Regulations, or specifically excluded from their scope by Rule No. 3(2) (vide, pages 20-23 of our May 1931 report), amount to the following in round figures:- North Western Railway - 99,000; and East Indian Railway - 108,000, making a total of 207,000.

Inspections.- During the year under review, 1,743 inspections were carried out, 931 in North Western Railway and 812 in East Indian Railway. In addition to this certain stations were revisited. The total number of establishments in the two railways are reported to be about 2,150. This means that approximately 81 per cent of the establishment were inspected during the year.

Hours of Employment.- Section 71-C of the Railways Act lays down that hours of employment shall not exceed "60 hours a week on an average in any month" in the case of all staff ~~xxxx~~ coming under the Regulations, except those whose work is essentially intermittent, while the hours for the latter shall not exceed "84 hours in any week". The report states that these limitations are being generally adhered to by the establishments inspected. Cases have occurred where individuals have been found exceeding the stipulated maxima, but these have not been many. In some of these cases, the sporadic violation of the Regulations should have been covered by the formal imposition of a "temporary exception" under the Rules, and this will no doubt be done when the methods of procedure are more generally understood. In other cases, supervising subordinates do not yet understand that they are responsible for seeing that the employees working under them adhere to their scheduled rosters and complete the work assigned to them during their tour of duty. The majority of such cases was due to the fact that, heretofore, it has often been a case of allowing employees to take their own time over their work with the result that the hours of duty have been unnecessarily spread out. It is remarked that employees have yet to learn to adhere to their scheduled rosters and complete the work assigned to them during their tour of duty.

The 84-hour weekly limitation, which applies to essentially intermittent workers, has been fully adhered to; few, if any, violations of this Regulation having been discovered.

Periods of Rest.- Section 71-D of the Railways Act lays down that "a Railway servant shall be granted, each week commencing on Sunday, a rest of not less than twenty-four consecutive hours" except when the work of such servant is essentially intermittent, or he is among certain classes of railway servants specified by the Governor General in Council, for whom periods of rest on a scale less than the above are prescribed.

The provisos with regard to the periodic weekly rest are with few exceptions being adhered to, though difficulties have arisen in regard to certain classes of station staff, in particular, Station Masters, Assistant Station Masters, Booking and Goods Clerks, and sometimes Ticket Collectors.

The powers of the Governor General in Council with regard to the specification of certain classes of staff who are to be provided with a periodic rest on a scale less than the above, have been given effect to in Rule 6 (vide, page 22 of our May 1931 report). This Rule has been strictly applied with a few exceptions where permanent skilled labour on open line - a class which is not included under this Rule - have only been provided with a periodic rest on the modified scale and not the full weekly rest to which they are entitled. Cases such as these have been put right on the spot.

**Classification of Staff.**- Section 71-A gives a definition of employment which is "essentially intermittent", while Rule 4 vests in the Head of a Railway the power of declaring which employees perform work of this nature. The approximate percentages which these various categories of employees bear to the total staff, as given by the Administrations concerned, are shown in the following table:-

Approximate percentages of staff in various categories under the Factories Act and Hours of Employment Regulations.

	Continuous.	Essentially inter- mittent.	Super- visory.	Excluded from Re- gulations.	Total.
North Western Railway.					
(a) Total Staff.	85%	8%	1%	6%	100%
(b) Staff excluding Workshops.	82%	11%	1%	6%	100%
East Indian Railway.					
(a) Total Staff	87%	8%	1%	4%	100%
(b) Staff excluding Workshops.	81%	12%	1%	6%	100%

Temporary Exceptions to Hours of Work & Periods of Rest. - Sections 71-C and 71-D of the Railways Act which deal with the weekly limitations and the provision of periodic rests, both lay down that temporary exceptions may be made to the normal restrictions under certain specified circumstances. Rule 5 gives authority to the Head of a Railway to make these temporary exceptions and also allows him to delegate his powers to officials subordinate to himself. The report remarks that, in view of the present conditions of slack traffic, it is not surprising that these powers have not been utilized to any great extent; nor is there any reason to believe that undue advantage has been taken of them to employ workers beyond their normal hours of duty. At present most of the cases in

which employees work extra-roster hours are caused by the sickness of fellow workmen.

Payment of Overtime. - Section 71-C of the Railways Act prescribes that when the weekly limitations are exceeded by virtue of the imposition of the permissible temporary exceptions due to pressure of work, the employee should be paid overtime "at not less than one and a quarter times his ordinary rate of Pay". The initial difficulty in complying with this proviso, as far as monthly paid continuous workers, † that is the majority of workers - are concerned, is reported to lie in the fact that the weekly limitation is not 60 hours, but an average of 60 hours in a month. An attempt has been made by the two Railways in question to achieve a greater degree of precision, but doubt is expressed if the intricacies of the procedure is fully understood by the staff concerned. The difficulty mentioned above has not prevented, however, the actual payment of overtime on a number of occasions.

Display of Regulations & Rosters. - Rules 9 and 10 instruct Railway Administrations to make known "either by duty lists, rosters or other documents placed in conspicuous places", the hours of employment of railway servants, while a copy of Chapter VI-A is to be kept in a conspicuous place at each station. These Rules are reported to having been generally observed, only a few exceptions coming to notice. It is reported that although the staff are not yet fully acquainted with the Regulations, the Administrations have tried to fulfil their obligations in this respect.

Continual Night Duty.- Although neither the Act nor the Rules forbid workers to be employed continually at night, a Subsidiary Instruction lays down that "in preparing duty rosters, care should be taken to avoid as far as possible rosters which require employees to perform continual night-duty". The report remarks that there is, in actual practice, comparatively little continual night duty being worked on these two railways. The class of staff chiefly concerned are chowkidars and watchmen. At smaller stations, where it is impossible to provide reliefs, there is no alternative but to roster these men on continual night duty. Lampmen present another category for which at smaller stations it is difficult to eliminate continual night duty, though at larger stations where the cleaning of lamps absorbs a certain amount of labour during the day, it has been found possible to roster the men so as to avoid night duty for one week in every two or three.

Another class of staff who gives difficulty in this respect are the Assistant Station Masters at stations where the Station Master has only one Assistant. In the past, it has generally been the practice for the Station Master to be on duty during the day when the goods and parcel offices are open to the public and most of the handling of goods is carried out. It is remarked, however, that every effort should be made to avoid the continual attendance of these Assistant Station Masters at night and with this in view, a special investigation was undertaken by the Supervisor in respect of these employees on the N.W. Railway with the object of

discovering the exact extent of this practice and of devising remedies. The results were communicated to the Administration which has, it is understood, already taken certain steps, if not to eliminate continual night duty, at least so to roster these Assistant Station Masters that they get part of the night off duty.

Limitation of Hours of Work for Intermittent Staff. - Neither the Act or the Rules prescribes a daily limitation for any staff coming under the Regulations, but a Subsidiary Instruction lays down with regard to essentially intermittent workers that "every effort should be made to limit under normal conditions their daily hours of duty to 12". The report remarks that as essentially intermittent staff do not enjoy the periodic weekly rest, it is impossible for them regularly to exceed 12 hours duty a day, for they would thus exceed the stipulated weekly maximum of 84 hours. On the other hand, those employed on any continuous processes change shifts periodically in order to avoid continual night duty, and on these occasions the turn round is brought about either by a "short-off" of 6 hours or a "long-on" of 18 hours. In the case of those who perform "long-ons" on these occasions (which may be once a week or a fortnight or even longer) the ideal of 12 hours daily duty is violated. At the same time, it has generally been found that the workers prefer the "long-on" method to the "short-off" alternative, and in this and other cases, the policy on the Supervisor has been to interfere as little as possible with practice of which employees approve, when they are not in direct contravention of any statutory provision of the Regulations.

Spread Over. - Although neither the Act or the Rules prescribes any minimum period of daily rest, a Subsidiary Instruction lays down that employees to whom the Regulations apply "should, as far as possible, be given in every period of 24 hours a minimum rest period of not less than 8 consecutive hours". In other words, a maximum daily "spread-over" of 16 hours is the ideal to be aimed at. It is hoped that in the course of time even the few cases which exist will be eliminated.

Running Staff. - Running Staff have, for the time being, been excluded from the scope of the Regulations under Rule 3(1)(a) pending further investigation into the difficulties of applying the Act to this class of staff. With the issue of a memorandum from the office of the Railway Board, indicating possible lines of action in this direction, Railway Administrations were instructed to investigate the problem and a considerable amount of data have already been collected on the two Railways in question. With the present decline in traffic, the hours of running staff have been considerably reduced and there is no doubt that a great many of them are now either working wholly or partially within the provisions laid down by law for other staff. For instance, on the North Western Railway where statistics have been worked out, it was found that from May to September 1931 inclusive the percentages of running staff who enjoyed at least four periods of rest of not less than 24 consecutive hours in the calendar month were for drivers, 91.8 per cent; shunters, 81.9 per cent; firemen, 89.6 per cent. and guards, 91 per cent. During the same period these employees only exceeded the 60-hour weekly limitation to the extent of 16.5 per cent for drivers, 16.7 per cent for shunters, 24.4 per cent for firemen, and 12.5 per cent for guards.

Under existing conditions, the report states, there is no reason to believe that the present hours of running staff are unreasonable.

Conditions of Work on Indian Railways 1931-32\*

The following information regarding the conditions of labour on Indian railways is taken from the Report by the Railway Board on Indian Railways for 1931-32, Vol. I, which has recently been published by the Government of India. As in previous years the Railway Board's Annual Report on Indian Railways is published in two volumes. Volume I reviews the general administration, financial results of working of railways and also comments upon items of outstanding interest that occurred during the year. Volume II is a compilation of financial and statistical summaries and statements covering the main heads of the capital and revenue accounts and embracing the complete range of railway working. The period for which the report is prepared is reckoned from the 1st April in one year to the 31st March in the following year.

Earnings of Railways. - The depressed state of Indian trade during 1931-32 is reflected in the large decrease which has been recorded in the gross earnings of the railways. The earnings of State-owned lines fell from Rs. 950 millions in 1930-31 to Rs. 860 millions in 1931-32, representing a decrease of approximately Rs. 90 millions. The net loss from the working of State-owned railways was Rs. 92 millions. Owing to continued working under loss of the State-owned railways, no contribution was made from railway to general revenues for the year. The decline in earnings was as much due to the fall of passenger traffic as of goods: the earnings from passenger traffic on all railways, both State-owned and others, fell from Rs. 343 millions to Rs. 314 millions, a decrease of 29 millions, while the earnings from goods carried fell from Rs. 644 millions to Rs. 587 millions, a decrease of Rs. 57 millions. The more important decreases in the movement of goods traffic were in

\* Government of India Railway Dept. (Railway Board) - Report by the Railway Board on Indian Railways for 1931-32 - Vol. I - Calcutta: Government of India Central Publication Branch 1953 - PP. 113.

the export of jute and cotton and fewer shipments of oilseeds. There was a smaller movement of passengers travelling long and short distances, which also is partly attributable to the general trade depression.

The total earnings of all Indian railways, including those with which the Government of India is not directly concerned, amounted to Rs. 972.1 millions as against Rs. 1065.7 millions in 1930-31, of which Rs. 587.3 millions or 60.4 per cent were from goods traffic, Rs. 313.5 millions or 32.3 per cent from passenger traffic and Rs. 71.3 millions or 7.3 per cent from parcels, luggage and miscellaneous items.

Number of Staff. - The total number of employees on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1931-32 was 730,219 as compared with 781,859 at the end of 1930-31. The increase in route mileage during the same period was 533 miles. The following table shows the number of employees by communities on the 31st March 1931 and 1932.

Date	Euro- peans.	Indians				Grand Total	
		Hindus.	Muslims.	Anglo- Indians & domiciled Europeans.	Other classes.		Total.
31-3-31.	4,773*	554,001*	172,975*	14,267*	35,843*	777,086*	781,859*
31-3-32.	4,516	519,819	157,714	13,544	34,626	725,703	730,219

\* The figures with asterisk represent revised figures due to minor corrections made in the figures published last year.

Cost of Staff. - The total number of staff on open line on 31-3-32 was less by 49,881 than on 31-3-1931, while the total number of staff on construction was less by 4,057. The reduction in the total cost of staff during the year 1931-32 as compared with the preceding year was Rs. 29.536 millions, the cost of this this year being Rs. 361,666,774.

Recruitment: Indianisation (1) State-managed Railways:-  
During the year under review, the total number of appointments made in the gazetted ranks on State-managed Railways was 32, of which 7 went to Europeans and 25 to Indians, of whom 8 were Hindus, 1 Muslim and 16 Anglo-Indians and domiciled Europeans. The ratio of Indian to European recruitment was 78 to 22.

The above figures do not include the appointment of 6 apprentices, all of Asiatic domicile, recruited in India for the Transportation (Power) and Mechanical Engineering Departments

during the year under review. The communities to which these apprentices belong are as follows: Hindus 4; Muslims 1; and Anglo-Indians and domiciled Europeans 1.

(2) Company-managed Railways. - During the year under review, the total number of appointments made in the superior service on Company-managed Railways was 39, of which 19 went to Europeans and 20 to Indians, of whom 11 were Hindus, 7 Anglo-Indians and domiciled Europeans, 1 Muslim and 1 of other communities. As, however, a number of posts were abolished during the year, the net total number of vacancies filled, permanent or temporary, was 24 of which 12 went to Europeans. The total actual appointments filled by Indians were 14, of which 7 were Hindus, 1 Muslim and 6 Anglo-Indians and domiciled Europeans. Against these must be set two appointments which were abolished and which were held by Muslims. The ratio of Indian to European recruitment was 51.3 to 48.7 in respect of permanent appointment and 50.0 to 50.0 in respect of all appointments, whether permanent or temporary.

(3) Review of Progress made since 1925. - The Indian element in the superior services has risen from 28.02 per cent on State-managed and 17.74 per cent on Company-managed Railways in 1925 to 36.94 per cent on State-managed and 31.96 per cent on Company-managed Railways in 1932 by a corresponding reduction in the European element.

Reorganisation of Superior Cadres of State-managed Railways. - Reference was made at page 14 of our April 1932 report to the scheme for the re-organization of the cadres of gazetted services on State-managed Railways involving inter alia the institution of a separate cadre for each railway, the provision of a reserve for leave and deputations and for construction projects, surveys and open line programme works, the abolition of the Provincial Engineering and Local Traffic Services and the constitution of a new Lower Gazetted Service in the various branches. The separation of cadres of the older State-managed Railways, it is remarked, is a problem involving many intricate adjustments; it will be necessary, in arranging postings to the North Western, Eastern Bengal and East Indian Railways, to ensure that the vested interests of officers are, as far as possible, protected and that the prospects of advancement of individual officers are reasonably equal, and at the same time to be careful to avoid an unduly large number of transfers. These questions are engaging the attention of the Railway Board who hope to be able to institute separate cadres in the near future. For the rest revised cadres incorporating the other features of the scheme were introduced with effect from the 1st March 1931, but it soon became necessary to review them in order to effect substantial reductions owing to the serious decline in traffic and other operations of railways and on general grounds of economy.

Rules regarding Recruitment & Training of Subordinate Staff. In May 1931 the Railway Board issued rules for the recruitment and training of subordinate staff on State-managed Railways. These rules enunciate important principles to be observed in making recruitment with due regard to the proper representation in the

services of minority communities. They also introduce a proper measure of standardisation of procedure in matters of first importance without fettering the discretion of railway administrations in the matter of prescribing rules of procedure in questions of detail and in dealing with exceptional cases on their merits. They apply to the subordinate staff of State-managed Railways in the branches and groups detailed below:- ~~(ii)~~

(I) Transportation (Traffic) - (i) Station Masters, (ii) Guards, and (iii) Out door clerks.

(II) Commercial - (i) Ticket Collectors, (ii) Coaching clerks, and (iii) Goods clerks.

(III) Transportation (Power) - (i) Drivers.

(IV) Civil Engineering - (i) Permanent Way staff, (ii) Signal and Interlocking staff, (iii) Works Staff, and (iv) Bridge Inspectors.

(V) Stores Depot Staff - (i) Store-keepers.

Copies of the rules were forwarded to Company-managed Railways. In view of the special conditions obtaining on the Burma Railways, that administration has been permitted for the present to retain the rules already in force.

Training of Staff. - It is reported that the Railway Staff College, Dehra Dum, continued its activities during the financial year under review until the end of February 1932. In view of an unavoidable decrease in the number of students and corresponding increase in the working expenses of the College, it became clear that the institution could not continue to be run on lines consistent with the rigid economy demanded by the financial situation. Towards the end of the calendar year 1931 the Railway Board considered the future of the College and regretfully decided that it should be closed at the end of February 1932.

Improvement in the Service Conditions of the Staff: -

(1) Revision of the Scales of Pay of Lower Paid Employees. - As was reported at page 15 of our April 1932 report, considerable progress was made in the year 1930-31 with the investigation into the wages of lower paid employees and schemes for their improvement were sanctioned by the Railway Board on the Great Indian Peninsula, Eastern Bengal, East Indian, Madras and Southern Mahratta and Assam Bengal Railways, while the investigation on the North Western Railway showed that the wages of the lower paid employees on that railway compared favourably with those in force on other railways and did not call for improvement. Owing to the serious decline in railway earnings as a result of the world wide trade depression and to the drop in prices, the Railway Board did not pursue the investigation further during the year under report. Only in one instance, namely, that of the lower paid employees of the Electrical Department of the East Indian Railway, in view of an undertaking given in the previous year, revision of wages was



sanctioned, with effect from the 1st September 1931, at an estimated annual cost of Rs.32,000.

(2) Hours of Employment & Periods of Rest. - The Indian Railways (Amendment) Act, 1930, dealing with the hours of employment of railway servants was passed by the Legislature in the spring of that year. The rules authorised by this Act were issued in January, 1931, and were followed by supplementary instructions in May, 1931. The Act provides for the application of the rules to individual railways from such dates as the Governor General may direct and in exercise of this power the regulations were given statutory force on the North Western and East Indian Railways from the 1st April 1931. The first annual Report on the working of the Rules on these two railways is given at pages of this report.

The Railway Retrenchment Sub-Committee recommended that, in view of the present financial stringency, further action be suspended in this direction and that the regulations should not be introduced on those railways on which they were not already in force. The Government of India after giving the matter their careful consideration decided that, in view of the international obligations incurred by the ratification of the Washington and Geneva Conventions, it was imperative to give statutory effect to the rules on the Great Indian Peninsula and Eastern Bengal Railways, with effect from the 1st April 1932 but that their application to other railways should be held in abeyance for the time being. From the 1st April 1932, therefore, all State-managed Railways with the exception of the Burma Railways have been brought within the scope of the Act, and it should be remembered that these railways employ more than half of the total number of workers on Class I Railways. The Railway Board have also advised the railway administrations on whose lines the regulations have not been given statutory force to continue to review the hours of work and periods of rest of their employees with a view to revising any arrangements which impose unreasonable conditions of work on particular classes of employees and applying the provisions of the regulations where this can be done without incurring additional expenditure.

With effect from the 1st April, 1931, a Supervisor of Labour unconnected with individual railway administrations was appointed under the Indian Railways (Amendment) Act, 1930, to inspect the railways to which the regulations have been applied in order to determine if the provisions of the Act and the rules made thereunder are duly observed. With his help the Railway Board are kept fully informed from time to time of the working of these regulations on such railways and under his direction six Inspectors of Labour are employed to ensure that the provisions of the Act are properly applied, and to help the administrations concerned to give effect both to the spirit and the letter of the regulations.

(3) Revision of Leave Rules. - As stated in the last report, new leave rules for State Railway employees were sanctioned,

with effect from the 1st April 1930. It was also decided with the sanction of the Secretary of State that the new rules shall be regarded as the Fundamental Leave Rules for the guidance of the Company-managed Railway administrations, with effect from the 1st October, 1931, employees in the service of the Companies on the 30th September 1931, being given the option of coming under the new rules or remaining under the old rules. In pursuance of this decision the Bengal Nagpur, Assam Bengal, Bombay, Baroda and Central India and South Indian Railways have modified their leave rules to bring them into line with the new State Railway Leave rules while revised rules have also been drawn up for the Madras and Southern Mahratta Railway which are at present under examination by the Railway Board. During the year under report, certain minor improvements were also sanctioned in the new leave rules in their application to persons in inferior service, labourers and other daily rated staff and temporary employees with a long term of service at their credit.

(4) Acceleration of Payments. - Mention was made in the last report of the scheme adopted on certain divisions of the East Indian Railway for speeding up payments so as to ensure that salaries and allowances were paid within 7 and 14 days respectively of the close of the month to which they relate and of a demonstration of the scheme held at Moradabad in December, 1930. Following this demonstration, a pamphlet describing the detailed procedure introduced on the Moradabad Division was prepared and circulated to the various railways in April, 1931, with a view to stimulating an analysis of the present position and revision of the existing methods on all railways, each being left free to follow a method best suited to its traditions and local conditions but with the common object of reducing to an absolute minimum the delay in the payment of wages. The Bengal and North Western Railway has since reported certain improvements in this direction while more recently the Eastern Bengal Railway which is worked on the departmental basis has also introduced a system for the preparation and payment of wages bills so as to ensure that workshop staff receive their wages within 8 to 10 days and all other staff within 7 days of the period to which they relate.

(5) Investigation into the System of Raising & Recovering Debits. - Reference was made in the last year's report (vide page 16 of our April 1932 report) to the report submitted by a special Officer appointed in 1930 to investigate and report on the system of raising and recovering debits. The report of the officer on special duty was discussed at a special meeting attended by representatives of all the principal railways in December, 1931, and as a result of the discussion at this meeting and of subsequent examination of the questions involved, it was decided, inter alia :-

- (1) that with a view to eliminating fines and debits for petty offences a trial should be given by the North Western Railway to the Conduct Marks System in force on the Burma Railways and the question of extending the system to other railways considered after the experiment has been tried out on the North Western Railway;

- (2) that irregularities in the issue of service messages, except when private telegrams were sent as service messages, should be dealt with by a warning or other suitable method instead of by the imposition of a fine or debit;
- (3) that petty recoveries should not ordinarily be made;
- (4) that with a view to reducing to a minimum the percentage of debits unnecessarily raised and subsequently withdrawn a system be tried on the Eastern Bengal Railway under which error sheets for amounts exceeding a certain amount should be checked by a gazetted officer of the Accounts Department, and, if necessary, discussed with a Commercial Officer, a debit being raised only after both are agreed as to its correctness;
- (5) that in local booking no debit should be raised more than 6 months after the date of booking;
- (6) that without the sanction of a Divisional Superintendent or Head of Department no recovery on account of fines and debits should be made from an individual employee in any one month in excess of 20 per cent of his gross pay.

Instructions on these lines have been communicated to the State-managed Railways for guidance and a copy forwarded to the Company-managed Railways. In view of the complaint made by the All-India Railwaymen's Federation that staff get little or no redress when an appeal against debits is made, Railway Administrations were also asked to submit a report on the procedure followed in dealing with appeals against debits and their replies show that appeals are allowed to the authority next higher to the officer imposing the debit and are given due consideration.

Welfare. - (1) Education of Employees' Children. - As stated in the previous report, new rules for the grant of assistance to railway employees towards the education of their children were provisionally issued in September, 1930, and an officer of the Education Department was placed on special duty to make a detailed estimate of the cost of the introduction of the rules, as well as the cost as it would be if the rules were liberalised in certain directions, and further to report on the administration of the schools maintained by the State-managed Railways. This officer completed his investigation on the Eastern Bengal Railway in 1931 and was at the end of the year engaged in a similar investigation on the East Indian, North Western and Great Indian Peninsula Railways. His reports are now under examination by the Railway Board.

(2) Staff Benefit Fund. - As stated in the last report, staff benefit funds were introduced on the State-managed Railways, with effect from the 1st April, 1931. A copy of the rules of the funds were also forwarded to the Company-managed Railways and all

of them have since introduced the new fund, with the exception of the Madras and Southern Mahratta Railway which proposed to establish the fund from the 1st January, 1933.

(3) Relief of Indebtedness. - The question of devising practicable means of combating the evil of indebtedness among railway employees continued to receive consideration during the period under review. As mentioned in the last report a "Lower Paid Staff Loan Fund" was constituted on the East Indian Railway in July, 1931, with a view to affording some relief to the lower paid employees. This fund started with a capital of Rs.140,000 transferred from the East Indian Railway Indian Staff Loan Fund, which was absorbed by the new fund and at the end of the year had a total working capital of Rs.196,700 including profits and a loan borrowed from the Staff Benefit Fund. The Fund is reported to be steadily growing in popularity and since its initiation in July, 1931, and up to the end of the year, 2,095 loans were granted to the lower paid staff amounting ~~x~~ in the aggregate to Rs.135,715 at the rate of  $6\frac{3}{4}$  per cent per annum. Towards the end of the year the Agent, North Western Railway, under the instructions of the Railway Board, worked out a scheme for a fund on similar lines on his railway and with the sanction of the Government of India started the fund, with effect from the 1st April, 1932, with a capital of Rs.100,000 borrowed from the Staff Benefit Fund of the Railway.

Report of the Royal Commission on Labour. - It is reported that the recommendations of the Royal Commission on Labour has been under examination and that certain provisional conclusions have been already reached by the Railway Board in consultation with the Agents of railways. It is proposed to set out in next year's report the conclusions reached and action taken on the report.

Staff Retrenchment. - Reference was made in the last report to the serious decline in railway earnings culminating in an economy campaign on an extensive ~~scale~~ scale commenced towards the end of the year 1930-31. Owing to the continued fall in earnings the efforts for economy were carried on with redoubled vigour during the year under report and the principal measures taken in the direction of effecting economies in staff charges, which are responsible for roughly 50 per cent of the total working expenses of railways were:- (1) Reduction in the strength of the subordinate and inferior staff and of workshop employees. (2) Reduction in gazetted or superior cadres. (3) Reduction in special pay and allowances. (4) Emergency cut in pay. (5) Revision of the scales of pay of future entrants into the Superior and Subordinate Services.

The total number of men discharged up to the close of the year under review on the State and Company-managed railways as a result of the economy campaign was 40,502, of whom 33,077 were discharged on State-managed and 7,425 on Company-managed railways. Of the total number of employees discharged, 15,369 were workshop employees and 25,133 other employees. The number of permanent employees discharged was 32,655 and the remainder, i.e., 7,847 were temporary employees. Of the former, 16.3 per cent were with service ~~of~~

of 10 years and over, 27.8 with service between 3 and 10 years, 25.5 per cent with service between one and three years and 30.4 per cent with less than one year's service. The savings in wages in a full year as a result of the discharges effected as well as of 4,392 demotions are estimated to amount to Rs.13.2 millions per annum.

Court of Enquiry. - A Court of Enquiry was appointed by the Governor-General in Council in August 1931 to enquire into certain matters connected with retrenchment on railways. Details regarding the appointment and report of the Court were given at pages 44-48 of our July 1931 report and at pages 36-42 of our February 1932 report.

(The report of the Railway Board for the year 1929-30 was reviewed at pages 20-25 of our December 1930 report and that for 1930-31 at pages 12-18 of our April 1932 report).

Quarterly Strike Statistics (Period ending 31-12-32). ✓

The Department of Industries and Labour of the Government of India, in a communique dated 2-3-1933, has published the statistics of industrial disputes in British India for the last quarter of 1932. During the period under review, there were 32 (one strike extended to two provinces and hence provincial totals will be found to be 33) strikes involving 34,760 workers and entailing a total loss of 935,296 working days. The largest number of disputes occurred in the Bombay Presidency where 17 disputes involving 7,864 workers were responsible for a loss of 168,404 working days; Bengal comes next with 11 disputes involving 18,743 workers and entailing a loss of 353,992 working days; Madras and Burma with 2 disputes each involving 7,042 and 111 workers and entailing losses of 401,689 and 211 working days respectively and the Central Provinces with one dispute involving 1,000 workers and entailing a loss of 11,000 working days, while no disputes were recorded in the other provinces.

Classified according to industries, there were 13 disputes in cotton and woollen mills involving 6,910 workers and entailing a loss of 138,306 working days, 5 in jute mills involving 15,718 workers and entailing a loss of 315,092 working days, 3 in railways (including railway workshops) involving 8,615 workers and entailing a loss of 442,344 working days and one in engineering workshops involving 25 workers and entailing a loss of 91 working days. In all the other industries together, there were 10 disputes involving 3,492 workers and entailing a loss of 39,463 working days.

Of the 32 disputes, 20 were due to wages, 6 to questions of personnel and 6 to other causes. In 6 the workers were successful, in 5 partially successful and in 18 unsuccessful, while 3 were in progress at the end of the quarter.

(The quarterly strike statistics for the first quarters of 1932 ~~xxxx~~ is reviewed at pages 13-14 of our May 1932 report and that for the second quarter at pages 21-22 of our September 1932 report and that for the third quarter at pages 27-28 of our November 1932 report).

#### Industrial Disputes in British India, 1932.

According to a communique dated 7-3-1933 on industrial disputes in British India during 1932, issued by the Department of Industries and Labour of the Government of India the total number of strikes during the year was 118 and the total number of workers involved was 128,099 as compared with 166 strikes involving

203,008 workers during 1931. The numbers of strikes and of workers involved are the lowest hitherto recorded for any year since 1920, when statistics of strikes were first collected. The total number of working days lost during the year was 1,922,437 as compared with 2,408,123 during 1931. The most serious strikes of the year were (1) that in the Madras and Southern Mahratta Railway Workshops at Perambur, Arkonam and Hubli which involved about 8,300 workmen and was responsible for a loss of 440,000 working days during 1932, and (ii) the strike in the Howrah, Kinnison, Kelvin and Standard Jute Mills in Bengal, which affected about 19,000 workers and involved a loss of 331,000 working days. In 71 of the strikes, or 60%, the chief demand related to wages or bonuses; this is a higher proportion than has been recorded since 1921. The number of strikes where the workmen were successful in gaining any concessions was approximately 36% of the total number.

During the year under review there were 53 disputes in the Bombay Presidency involving 29,639 workers and entailing a total loss of 383,687 working days. Bengal comes next with 27 disputes involving 48,964 workers and entailing a loss of 631,299 working days, Madras with 14 disputes involving 19,711 workers and entailing a loss of 561,608 working days, the Central Provinces with 8 disputes involving 21,759 workers and entailing a loss of 232,462 working days, Assam with 7 disputes involving 2,593 workers and entailing a loss of 5,606 working days, Burma with 4 disputes involving 338 workers and entailing a loss of 1,620 working days, the Punjab with 3 disputes involving 964 workers and entailing a loss of 4,924 working days, the United Provinces with 2 disputes

involving 131 workers and entailing a loss of 231 working days and Bihar and Orissa with 1 dispute involving 4,000 workers and entailing a loss of 100,000 working days.

Of 118 disputes during the year, 68 were due to questions of wages, 31 to those of personnel, 3 to those of bonus, 2 to those of leave and hours and 14 to other causes. In 14 cases the workers were successful, in 27 partially successful and in 74 unsuccessful while 3 disputes were in progress at the close of the year.

Classified according to industries, there were 54 disputes in cotton and woollen mills involving 46,918 workers and entailing a loss of 546,171 working days, 13 in jute mills involving 43,415 workers and entailing a loss of 600,294 working days, 6 in railways (including railway workshops) involving 13,095 workers and entailing a loss of 482,914 working days, 3 in engineering workshops involving 1,203 workers and entailing a loss of 5,097 working days and 2 in mines involving 4,030 workers and entailing a loss of 100,030 working days. In all other industries together, there were 40 disputes involving 19,438 workers and entailing a loss of 137,931 working days.

(The Communique on Industrial Disputes in British India during 1929 is reviewed at pages 35-36 of the January 1930 report, that for 1930 at pages 17-18 of the February 1931 report and that for 1931 at pages 29-30 of the February 1932 report).



Crisis in Textile Industry: Notices of Closure Posted by 17 Mills. ✓

The E.D.Sasoon Company, which is one of the biggest concerns in Bombay, <sup>had</sup> before the present economic depression ~~had~~ about 40,000 operatives working in various mills and for some time some of their mills even worked night shifts. It is understood that the economic depression and the effects of alleged Japanese "dumping" ~~has~~ greatly affected the Sasoons firm, resulting ~~x~~ in recourse to retrenchment and a gradual reduction in the number of millhands.

E.D.Sasoon & Co.Ltd. have accordingly issued notices in the last week of January to the millhands of nine of their mills and one dye works that, owing to lack of orders the Agents feel it necessary to close down these mills with effect from 11-2-33. The notice adds that if within this period conditions change, the notice is liable to be cancelled. The notice will affect about 11,000 men.

By the first week of February the situation worsened. On 2-2-33 the Imperial Mill belonging to the Currimbhoy group actually closed down. On 3-2-33 six more Bombay textile mills notified their intention to close down. The names of these mills are:

Indian Woollen Mill - (to close on February 23). Bradbury Mill - (Currimbhoy group) - (to close on February 16). Moon Mill (Wadia group) - (to close on March 1). Satya Swan Gold Mohur - (Finlay group) - (to close on February 20).

Thus, by 3-2-33 one mill had closed down, and 16 have notified their intention to close. It is estimated that by the closing down of these 17 mills about 20,000 operatives will be thrown out of work.

Workers' Distress Relief Fund;

Seth Ambalal Sarabhai's Scheme.

To commemorate the Golden Jubilee of the Ahmedabad Calico Mills which, under the management of Mr. Ambalal Sarabhai, was a pioneer concern in the production of finer counts and cloth, the management have inaugurated a workers' benefit scheme to enable employees to obtain relief from financial difficulties. According to this scheme all employees with one year's continued service, are to get relief for a few days in case of unexpected difficulties, while those with 10 years' service are to draw benefit for any period of long illness or disability. Workers with 20 years' service to their credit are to be entitled to retire if disabled, either by accident or by old age, and to draw a certain allowance from the fund. It may <sup>be</sup> remarked here that this is the first attempt made to establish such a fund in any textile mill in the Bombay Presidency.

Industrial Organisation.

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Employers' OrganisationAll India Employers' Federation: ✓Plans for Launching New Organisation.

Reference was made at pages 48-49 of our December 1932 report to the formation of a new organisation of industrial employers called the All India Organisation of Industrial Employers. This organisation has been launched under the auspices of the Federation of Indian Chambers of Commerce and Industry and its prime mover is Mr. Walchand Hirachand. Full details regarding the circumstances that have led to the setting up of this employers' body, as also hints regarding the possibility of a rival All India Employers' Organisation being started under the auspices of the Bombay Millowners' Association, were given in a recent communication to Geneva from this Office (vide our F.6/2752/32 dated 22-12-32, addressed to the Chief of the Employers' Organisations Service).

Information is now to hand that the new organisation, called the All India Employers' Federation, will be inaugurated at Delhi in the second week of March. This Federation, it may be pointed out, is the culmination of nearly 12 years' effort by the Bombay Millowners' Association to bring into being an employers' association with the object of co-ordination of effort in all industrial matters such as factory legislation, labour legislation, the nomination of delegates to the International Labour Conference, etc. The original members of the new organisation will probably be the Bombay Millowners' Association, the Indian Tea Association, the Jute Mills Association, the Indian Engineering Association, the Mining Association, the United Planters' Association of Southern India and the Indian Sugar Producers' Association of Cawnpore. It is understood that Mr. H.P.Mody, President of the Bombay Millowners' Association, will be the first president of the new organisation.

Industrial Organisation. ✓Workers' OrganisationTrade Union Movement in the Bombay Presidency, 1931-32\*

The following details regarding the progress of the trade union movement in the Bombay Presidency during 1931-32 are taken from the Annual Report on the Working of the Indian Trade Unions Act in the Bombay Presidency during 1930-31. As in previous years, the delay in submitting the report to the Government has been explained by the Registrar of Trade Unions as due to the difficulty which was experienced in obtaining correct and complete returns from the unions.

Number of Registered Unions. - During the year under report, seven new Unions were registered, the total number of registrations at ~~at~~ 31-3-1932 amounting to 59. Of the total number of registrations, 21 had been cancelled prior to 31-3-1932, and there remained, therefore, 38 Unions from which annual returns for the year under report were due to be received.

Classification of Unions. - Of the 38 registered unions at the close of the year under review, only 32 individual unions submitted annual returns. The 32 individual unions may be classified thus: Textile Workers' Unions - 6; Railway Workers' Unions including those of railway workshop employees' - 7; Seamen's Union - 1; Municipal Unions - 2; Port Trust and Dock Workers' Unions - 5; miscellaneous Unions - 11. The G.I.P. Railway Staff Union, Bombay, which was the only registered Federation of Trade Unions in the Presidency, ceased to exist as a separate body. There were, therefore, no registered federation of Trade Unions.

Memberships and Finances of the Unions. - The total membership of the reporting Unions increased from 54,281 to 68,306 during the year. The number of accessions to membership was more than double the number of withdrawals. Only the Miscellaneous group reported a larger number of withdrawals than of additions. The female membership of registered Trade Unions increased from 607 in the previous year to 986 during the year under report, and this membership is mainly concentrated in the Textile and Municipal Unions. The opening balance of the combined general funds of the 32 unions was

\* Annual Report on the Working of the Indian Trade Unions Act (Act XVI of 1926) for the Bombay Presidency for the year 1931-32 - Bombay: Printed at the Government Central Press 1933- Price Anna 1 or 1d. - pp. 15.

Rs. 294,708-1-1, and the closing balance Rs. 363,526-3-4.

The following table gives the aggregate membership figures and the opening and closing financial balance as at the beginning and end of the year under review for the 6 textile workers' unions, 7 railway workers' unions, 1 seamen's union, 2 municipal workers' unions, 5 Port Trust and Dock Workers' unions, and the 11 miscellaneous unions.

	Membership.		General Fund.	
	At beginn- ing of year.	At end of year.	Opening <del>but</del> balance.	Closing balance.
Textile Worker's Unions(6)	4,751	8,050	7,993- 9-10	9,908- 2-3
Railway Workers' Unions(7)	17,281	21,829	80,752-11-10	85,463- 7-3
Seamen's Union (1)	24,398	30,487	163,256- 3- 6	222,204-13-8
Municipal Workers' Unions(2)	1,149	1,172	1,368- 1-10	1,258- 4-10
Port Trust & Dock Workers' Unions (5)	2,909	3,432	28,903-11- 2	30,910- 7-2
Miscellaneous (11)	3,793	3,336	12,433-10-11	13,781- 0-2

The General Fund was the principal liability of the majority of the Unions, and the only liability of mine Unions. The total amount at the credit of the General Fund Accounts of all the Unions was Rs. 365,700-2-4, and other liabilities amounted to Rs.25,085-7-8, as against total assets amounting to Rs. 390,785-10-0. The figure for total assets includes a sum of Rs. 2,079-15-0 by way of excess of expenditure over income and another amount of Rs. 244,255-8-8 for Unpaid Subscriptions Due (amounting in one case to Rs.218,058).

Political Fund. - ~~The only union,~~ The National Union of Railwaymen of India and Burma, Bombay, maintained a political fund which at the end of the period under review amounted to Rs.1,206.

Number & Membership of Registered and Unregistered Unions. - According to the list of trade unions maintained by the Labour Office, Bombay, the number of Trade Unions reported as in existence at the beginning of the year under report was 93 with a membership of 127,428, while at the close of the year there were 92 Unions with 108,848 members.

(The Annual Report on the Working of the Trade Unions Act in the Bombay Presidency for the year 1928-29 is reviewed at pages 42-48 of the June 1930 report, that for 1929-30 at pages 58-60 of the May 1931 report and that for 1930-31 at pages 45-47 of the February 1932 report).

All India Railwaymen's Federation's 6th Half-Yearly

Meeting with the Railway Board-27-2-33 to 1-3-33. ✓

The sixth half yearly meeting between the Railway Board and the All India Railwaymen's Federation was held on 27 & 28-2-33 and 1-3-33 at New Delhi. Mr. Jamnadas M. Mehta, the President of the Federation, was the chief spokesman of the Federation.

The items on the agenda included the following subjects:

- (1) M & S.M. Railway Strike, (2) The Whitley Commission recommendation re. Joint Standing Machinery for settling disputes on railways,
- (3) The proposed Statutory Railway Board, (4) Service agreements,
- (5) Medical Examination of Employees and (6) Application of Washington and Geneva Conventions re. Hours and Weekly Rest respectively.

Below is given a summary of the discussions which took place.

M & S.M. Railway Strike . - At the first day's meeting, the Chief Commissioner for Railways stated that he would be unable to discuss with the All India Federation, the M. & S.M. Railway dispute. Mr. Jamnadas Mehta expressed the dis-appointment of the Federation at this decision of the Railway Board, and asked that the Federation should be permitted at least to state to the Railway Board their reasons for wishing to discuss certain issues arising from the strike.

The Chief Commissioner in reply to this stated: "So far as the Railway Board is concerned, the M. & S.M. Railway dispute has been settled, and we do not propose to discuss it. The Citizens Committee, accepted both by the M. & S.M. Railway Union and the M. & S.M. Railway Administration as the medium for a settlement, have published their finding. They have entirely exonerated the M. & S.M. Railway Administration from the charge of breach of faith brought against them by the Union and, as I have stated before, so far as we are concerned, this finishes the matter." Mr. Jamnadas then stated that the Federation delegates would like the meeting to be adjourned until the next day in order that they might consider this question with their General Council. This was agreed to. When the meeting was resumed on 28-2-33, Mr. Jamnadas Mehta read out a letter addressed by the Federation to the Railway Board ~~protesting~~ protesting against the ruling of the Chief Commissioner disallowing discussion of the question

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of the M. & S.M. Railway strike, which had been notified by the Federation as an item for discussion.

Joint Standing Machinery for Settling Railway Disputes. - Mr. Jamnadas Mehta, on behalf of the All India Railwaymen's Federation, promised to communicate for the consideration of the Railway Board a note containing the opinions of the Railwaymen's Federation in regard to ~~the~~ joint standing central board, railway councils and district committees proposed by the Whitley Commission. (vide pages 168-170 of the Whitley Commission's Report).

Proposed Statutory Railway Board. - Among the constitutional reforms that are under consideration there is a proposal to reorganise the ~~existing~~ Railway Board and to establish it on a statutory basis. Mr. Jamnadas Mehta, explained that the All India Railwaymen's Federation objected to the ~~x~~ creation of a Statutory Railway Board, as it would be less subject to the vote of the legislature than at present, and because they considered that it would not permit the free play of Labour interests. He stated that in the opinion of the Federation, the future Railway Board should consist of equal proportions of representatives of employers, of users of railways and of railway workers, and that the latter two elements should be elected to the Board.

Service Agreements. - Mr. Jamnadas Mehta represented that the All-India Railwaymen's Federation considered that the present agreements under which a man could be given a month's pay in lieu of notice were objectionable, as this involved insecurity of service. Under such agreements an employee deprived himself of legal redress against wrongful dismissal. The Federation, he said, strongly supported the recommendation of the Royal Commission on Labour, whereby an employee after a year's approved service would be confirmed in his appointment. Mr. Mehta considered that in every case where disciplinary action was taken against an employee involving financial loss to him, the employee should be given a charge-sheet. He should also have the assistance of a Union officer to help him in his case and have a right of appeal to the Agent. The Chief Commissioner specified certain difficulties in the way of giving effect to these proposals.

Medical Examination of Employees. - Another point raised by Mr. Jamnadas Mehta was in connection with the recommendation of the Royal Commission on Labour, suggesting that an employee who had to be re-examined medically should have the right to consult an independent specialist (vide recommendation No.121, page 502 of the Whitley Report). Mr. Jamnadas Mehta suggested that if this recommendation was not acceptable, the All India Railwaymen's Federation proposed that a panel of practitioners be selected by them, from among which the Railway Administration might select a specialist. The Chief Commissioner explained, however, that the safety of the public was bound up with the medical organisation on the railways and that there were grave objections to allowing the right of appeal to non-railway practitioners.

Application of the Washington-Geneva Conventions re. Hours of Work & Weekly Rest. <sup>The next subject discussed was</sup> ~~the Washington-Geneva Conventions~~ <sup>the above subject.</sup> Mr. Jannadas Mehta complained of misapplication and non-application of the Conventions. The Chief Commissioner explained that the question of extending the Washington-Geneva Conventions to those lines where at present they were not in force would be taken up again, as soon as financial conditions permitted the same. He said that it was only the present financial stringency that prevented extension at present.

8th All-India Railwaymen's Convention, Delhi-1933. ✓

The 8th annual convention of the All India Railwaymen's Federation was held at Delhi in the last week of February under the presidentship of Mr. Jannadas Mehta. The more important of the subjects discussed at the Convention were the following:-  
Retrenchment and demotions, hours of employment, medical examination, service agreements, leave rules, and employment of sons of other persons in preference to sons of the employees of the railways.

Mr. Jannadas Mehta in his presidential address delivered on 28-2-33 at the opening session of the Convention reviewed at length the efforts made during 1931 and 1932 by the A.I.R. Federation to combat the retrenchment policy initiated by the railway administrations, pointed out that the Government of India had no genuine desire to encourage trade unionism and was not working the Trades Disputes Act in the spirit in which it was enacted, stressed the need for bringing about complete unity in trade union ranks, and emphasised that trade unions instead of confining their activities to the industrial sphere should also equip themselves efficiently for initiating successful political action.

The following is a summary of the more important of the resolutions passed by the Convention on 1-3-33:-



Demand for Full Restoration of Wage Cut. - It was resolved that there should be full restoration of wage cut, that full benefit of restoration of the cut be given to workshopmen working on short time, and that the new classification would have an adverse effect on the wages of workmen and leave privileges.

Protest against Reductions of Salaries and Grades. - The Convention protested against the recent orders refusing acting allowance to employees working in the vacancies of those on leave for periods not exceeding six weeks, against the reported reduction of salaries and grades without consulting the All India Railwaymen's Federation.

Protest against Statutory Railway Board. - The Convention protested against the proposal to constitute a Statutory Railway Board, but suggestions were made for the constitution of the personnel in case the Statutory Board is eventually established.

Proposed Labour Deputation to England. - The Convention also resolved to decide, in consultation with the Trade Union Congress, and the National Federation of Labour, on the question of sending a Labour Delegation to England for the purpose of placing the case of Labour before the Joint Parliamentary Committee.

The following were elected office-bearers of the Federation for 1933:-

Mr. Jamna Das Mehta, President; Messrs. S.C. Joshi, Avdani, Ram Autar, Gupta, Chatterjee, Gidney and Hakim Nazar Mohd., Vice-Presidents; Mr. Giri, General Secretary, Mr. Guruswami, Assistant General Secretary; Mr. Kallapa, Treasurer.

3rd Trade Union Unity Conference — Delhi, 1933;

National Federation of Labour Formed. ✓

References have been made in our earlier reports to the split in Indian labour ranks (vide pages 24-29 of our November 1929 report) and to the several steps that have been taken to restore ~~it~~ <sup>by</sup> unity at the first Trade Union Unity Conference held at Bombay in May 1931 (vide pages 55-56 of May 1931 report) and the second Trade Union Unity Conference held at Madras in September 1932 (vide pages

xx 27-31 of September 1932 report). The third and final session of the Unity Conference was held at Delhi on 26-2-1933 under the presidency of Mr. Jamnadas Mehta. The Madras session of the Unity Conference had ~~xx~~ appointed a Committee to draft a constitution for the proposed new Central Labour Organisation. The draft constitution submitted by this Committee was considered by the Conference, and with a few amendments the Conference adopted the constitution. The new central labour organisation is designated the National Federation of Labour. It has been decided that, owing to long distances and heavy expenses, the new Federation should meet only once in two years. Dr. Chitnis, a delegate from Bombay, objected to a part of the report on the Draft Constitution, pointing out that the Conference wanted the All India Trade Union Congress to be unrepresented, and walked out of the Conference. About a dozen unions, it is reported, signified their intention on the spot to join the new Federation.

The creation of a new labour body is, however, being criticised by certain schools of labour thought. The following extracts taken from a leading article on the subject published in the Indian Labour Journal, Nagpur, in its issue dated 5-3-1933 embody the main lines of criticism:-

"We have already the 'All India Trade Union Congress' under the leadership of the Communist group and a duplicate of the same organisation with the same name under the leadership of the Bombay Girni Kamgar Union, and the third one which was formed as a result of the historical split in Nagpur, called 'the All-India Trade Union Federation'. Is it to start a fourth one that the Unity Conference met thrice and the Drafting Committee met ~~x~~ twice as many times? Probably these meetings were held to make a case for ushering into existence another rival organisation. There can be no justification for multiplying the rival organisations and misleading workers, not to speak of the incalculable damage that is being done to the movement itself."

"There is not much fundamental difference between the "Platform of Unity" as adopted at the Unity Conference in Madras and the "Platform of Unity" recommended by the Girni Kamgar Union of Bombay. Admitting that there are fundamental differences, they can only exist between the Communists and others. But in view of the Communists seceding after the Calcutta session of the Trade Union Congress, it should have become possible for an agreement both in ideals and methods. But the workers were not able to decide whether they should join the All India Trade Union Congress or the All India Trade Union Federation on account of the Unity proposals still in hatching. All these developments go to show that the differences are not so much fundamental as personal. Every little group wishes to maintain a national organisation of its own."

"According to Press Reports, about a dozen unions have agreed on the spot to join the National Federation of Labour. The spontaneous enthusiasm of the unions is remarkable. But we wonder if these dozen unions are in addition to the hundred which adopted the "Platform of Unity" in Madras or whether the hundred in Madras have been reduced to a dozen in Delhi."

Economic Conditions. ✓Agricultural Indebtedness in Hyderabad State;Regulation for Relief.

H.E.H. the Nizam of Hyderabad State, Deccan, issued an order on 8-2-1933 introducing a regulation for the relief of indebted agriculturists and prevention of usury. The order states that from the enquiries which have been made during the last few years in the State, it has become evident that land has been passing out of the possession of the cultivating classes in some districts of the Dominions and this process has been helped to some extent by the ignorance of the peasants and their helplessness against ~~such~~ money-lenders who desire to get possession of their land. The position has been made suddenly worse during the last two years owing to the worldwide fall in prices which has caused great distress among farmers throughout the world. It is considered necessary, therefore, to do something at once to relieve the agriculturists from their present troubles.

As there is no law in the Dominions such as the Usurious Loans Act and the Deccan Agriculturists Relief Act in British India, which will enable courts to reduce the excessive demands of money-lenders, it is directed that a Draft Regulation which is to be known as "A Regulation for the Relief of Indebted Agriculturists and the Prevention of Usury" should come into force at once and remain in force for two years. This Regulation contains those sections of the Deccan Agriculturists Relief Act which command most general approval modified in the light of those committees which have considered it in recent years. In particular, it will apply only to those persons who ordinarily engage in agriculture themselves and hold land which is assessed at less than a fixed amount of land revenue. In the meanwhile, the State Government

is advised to see that the Regulation, with such alterations as experience may prove necessary, should be introduced into the Legislative Council, so that it may be passed into law in the ordinary way as soon as possible. It is also directed that when it comes before the Legislative Council, special consideration should be given to the rate of interest laid down as a guide to courts in 38(d) of the Regulation. In addition, Government is to consider whether provisions similar to those contained in the Usurious Loans Act of British India should not be made applicable to all classes of the population and whether legislation should not be introduced in order to regulate the keeping of accounts by money-lenders.

(A copy of the Regulation will be forwarded to Geneva when it is received in this Office).

Stimulating Cottage Industries:

Travancore Sales Depot Scheme.

In pursuance of a scheme for promoting cottage industries in the State, the Travancore Government had sanctioned the establishment of a Sales Depot, which was opened on 23-1-33 by Mr. T. Austin, Dewan of the State. The scheme had been under consideration of the Government since 1928, but ~~that~~ it was sanctioned only some months back. The object of the depot is to stock the products of <sup>the</sup> cottage or home industries of the State. The depot is also intended to serve as an advisory body <sup>to</sup> giving suggestions to industrialists for improving their designs.

Enquiry on Jute Production: Appointment of Finlow  
Committee. ✓

An important Economic Committee consisting of officials and non-officials, has been appointed by the Government of Bengal, with Mr. R.S. Finlow as Chairman, to investigate the jute problem, which has lately been engaging the attention of the Government. This decision is the result of Government's consideration of a non-official resolution passed by the Legislative Council in February 1932 demanding a committee for a systematic examination of the present economic depression in Bengal and to suggest measures for the alleviation of the present distress and for ensuring the steady economic progress of the people of the presidency. The Government of Bengal are apparently of the opinion that the appointment of such a committee as was demanded by the Legislative Council would serve no useful purpose, as it would only conduct a roving enquiry which would lack outline and objective. They believe that, though other general factors which have affected almost every country in the world are present in Bengal, the fall in the ~~primary factor~~ prices of raw and manufactured jute is one of the primary factors responsible for the acute economic depression in that province.

The terms of reference of the Committee include the following subjects:- (1) The question, of regulation of the production of jute. (2) The marketing of jute, including the establishment of regulated markets and the supply of market information in a suitable form to the producers. (3) The creation of a Jute Committee for the Province of Bengal on the lines of the proposed Central Jute Committee and the minimum amount required to finance such a Committee. (4) The extent to which other materials have displaced jute and the likelihood of further ~~substitutes~~ substitutes being found in the near future. (5) The possibilities of making any other economic use of jute to an extent that might relieve the present situation.

The following is the personnel of the Committee:- Mr. R.S. Finlow (Chairman), Mr. J.T. Finlayson (Bengal Chamber), Mr. N.R. Sarkar (Bengal National Chamber of Commerce), Mr. D.P. Khaitan (Indian Chamber of Commerce), Mirza Ahmed Isphani (Moslem Chamber of Commerce),

Dr. Naresh Chandra Sen Gupta (Bengal Jute Growers' Association), Khan Bahadur Maulvi Azizul Haque, Dr. J.C. Sinha, Director of Agriculture, the Registrar of Co-operative Societies and the Director of Industries, Bengal.

The Committee is expected to submit its report by May 1933.

Agrarian Debts; Inquiry Committee Appointed in Kapurthala State.

The measures recently organised in various parts of India for the relief of peasant distress in the face of the current world-wide agricultural depression has led to steps being taken in Kapurthala State for the preservation of agricultural holdings against encroachments by moneylenders. The Darbar are contemplating the introduction of legislation concerning the alienation of land somewhat on the lines of the Punjab Land Alienation Act, but subject to important differences.

One of the criticisms levelled against the Punjab Act is that, though it prevents the acquisition of peasants' land by people of a non-agricultural class, including savkar (money lender), it permits its purchase up to any extent by agricultural capitalists. It is alleged that in this respect it stops land grabbing in one direction only to facilitate it in another. The draft of the Kapurthala Bill provides that even a member of an agricultural tribe, who owns land beyond 100 acres, shall, as regards agricultural land purchase, stand in the same position as the non-agriculturalist.

The draft Bill also provides that a small landholder holding land up to the extent of an economic holding that is of the size essential for the maintenance of himself and his family will be unable permanently to alienate his holding in part or in whole without the sanction of the Revenue Officer. In the Punjab an agriculturist can give mortgage with possession of his holding to anybody for 20 years; in Kapurthala it is proposed to enable him to do so for 30 years or the lifetime of one generation.

Another extension of liberty is also proposed. In the Punjab there are groups of agricultural tribes within which special liberties of alienation are permissible. Kapurthala proposes to permit sales of the kind to any agriculturist — a provision which is held to make for no ill effects and to avoid the market restriction which the Punjab Act in this respect entails.

The draft Bill is being considered by an official committee. This committee convened a conference of the different interests affected. The Conference has appointed a sub-committee consisting of agricultural and lending classes with an official president, to whom the draft Bill <sup>has been</sup> ~~is~~ given for discussion. The attitude of the moneylending class is stated to have been so hostile to any measure of the kind that they finally decided to boycott the sub committee and to devote their attention rather to propaganda against the ~~the~~ proposals. When the original official committee reports, the Bill will, after amendment in the light of its recommendations, be submitted to the Legislative Assembly of the State.

Impetus to Nepal Industries: Government Decisions. ✓

Reference was made at pages 46 to 47 of the report of this Office for October 1932 to the announcement made by His Highness Maharaj Joddha Shumshere Jung Bahadur Rana regarding the industrial development of Nepal. It is now understood that the Government has decided to undertake a programme of work towards that end. An important work recently undertaken is the new telephone scheme to link up the Terai from one end to the other with Katmandu, which has been showing good progress. Another scheme is the installation of hydro electric plant designed to supply electricity at a very cheap rate for working machinery in newly started mills and factories. This plant is installed at a place called Sundarjal, about 10 miles from Katmandu, where there is a big arsenal worked by water power in natural springs harnessed to produce electricity. The State has undertaken to advance loans



to enterprising Nepalese, who intend starting new mills and factories. Efforts are also being made to improve communications and transport, and also to reorganize the postal department.

Rural Uplift in Hyderabad State:

A Government Centre Opened. ✓

A rural development centre was formally opened by Sir Kishen Prasad Bahadur, President of the Council, Hyderabad State, on 26-2-33 at Pattancheru a place 20 miles away from Hyderabad City. The Centre, which embraces 12 villages and is the first of its kind in the State, was established in December 1931 to do rural uplift work, - economic, educational and social, - among the villagers, by introducing industries subsidiary to agriculture, such as poultry-keeping, agriculture, goat-keeping, horticulture, vegetable and fruit growing, and holding demonstrations, so as to help the cultivators to supplement their small incomes. Other features of the scheme are the organisation of village improvement associations like adult night schools, baby shows, libraries, village sanitation and health and co-operative societies and the promotion of games and sports.

The Centre was the outcome of a suggestion made by Mr. Coan, General Secretary of the Y.M.C.A. in Secunderabad. The Government of Hyderabad State took up the suggestion and opened the Centre in December 1931. It is expected that this Centre will become self-supporting in course of time when it is proposed to start similar centres all over the State.

Employment and Unemployment.Relief to the U. P. Unemployed; Questionnaire Issued. ✓

Reference was made at page 49 of our January 1933 report to the appointment of a Committee in the United Provinces to investigate the possibilities of settling the unemployed educated young men on land. The following is the text of a <sup>Questionnaire</sup> ~~communiqué~~ issued by the Government in this connection:

- (1) Should young men be settled on land in groups of 15 or 20 as colonists or can they be settled in batches of say 2 or 3, on comparatively small plots as may be made available by landlords in various parts of the province?
- (2) Are any tracts of culturable land available which would be suitable for colonization by groups of educated men of the middle classes and, if so, where? There may be arable tracts lying uncultivated because the ordinary cultivator had not ~~the~~ capital ~~or~~ the initiative to develop them, and some landholders may be in a position to offer such areas for colonization schemes?
- (3) What is the minimum area that should be allotted for each colonist or settler?
- (4) Assuming that there is more demand for land than would be available, would it be desirable to acquire land for the purpose?
- (5) What would the functions of these educated agriculturists be? Should they be, as it were, 2 "gentlemen farmers" merely supervising the work done by the labour of others, or by their sub-tenants, or should they become full fledged cultivators themselves, doing all kinds of work including digging and weeding?
- (6) What sort of cultivation should be carried on at such places; in particular to what extent should fruit and vegetable gardening be undertaken?
- (7) What subsidiary industries, if any, should be taken up by them in order to supplement their income?
- (8) Should arrangements be made for giving these men any preliminary training to equip them as successful model cultivators and better farmers? If so, along what lines and for what period should such training be given. Should they be paid any stipend or honorarium during the period of training?
- (9) Should any special facilities be provided for irrigation, housing, etc., and if so, what and by whom?
- (10) On what terms regarding rent and revenue should settlement be made (a) at the initial stage, and (b) after the period of experiment?

(11) How should the colonists be organized if they are settled in the larger tracts. Should they form co-operative societies and if so, of what kind and with what objects?

(12) What arrangements, if any, would be required for the supervision of the colonists or for giving them instruction?

(13) What would be the approximate cost of making provision for irrigation, housing or other facilities and for provision of tools and implements, etc., and how is this cost to be met?

(14) Should any loan be given in the nature of taqavi for the first few years and if so, of what amount?

(15) What capital should each young man normally be expected to bring with him?

Relief for Educated Unemployed: Resolution in U.P. Council. ✓

On 18-2-1933 a resolution was moved in the United Provinces Legislative Council by Mr. Zahur Ahmed recommending to the Government that in view of the increased and increasing unemployment amongst the educated classes of these provinces, immediate and practical measures be adopted to start subsidised industries in every district, after a careful examination of the brochure of industrial survey of each district prepared by the Department of Industries during the period of the first reformed Council (1921 to 1923), and to introduce in all educational institutions alternative additional subjects of individual industries according to the requirements of each locality.

Mr. Zahur Ahmed said, in moving the resolution, that unemployment among <sup>the</sup> educated classes was increasing rapidly in the provinces and that the Government's schemes for settling young men on land (vide page 49 of our January 1933 report) were not sound, in view of the unprofitable nature of agriculture in the Provinces. He urged the Government, therefore to subsidise local industries which might give scope for employment

of educated young men and to give a vocational bias in municipal,  
aided and Government schools.

The resolution was carried.

Co-operation. ✓

Progress of Co-operation in the Madras Presidency, 1931-32.\*

The following information regarding the progress of co-operation in the Madras Presidency is taken from the Annual Report on the Working of the Co-operative Societies Act in that Presidency for the year 1931-32, submitted to the Government of Madras by the Registrar of Co-operative Societies, Madras.

Number of Societies. - According to the report, 127 societies were registered during the year under review, as against 320 in the previous year, though there were 527 applications. Of these 127 societies registered, 79 were agricultural credit societies, 15 were non-agricultural credit societies, 5 were loan and sale societies, 3 were land mortgage banks and the remaining 25 were societies of other types. As many as 629 societies were cancelled during the year against 516 during the previous year.

Agricultural Societies. - The report states that at the end of the year under report, there were 12,563 societies composed of 89 purchase and sale societies, 12,080 ordinary credit societies and 394 other types of societies. Of these 12,563 societies at the end of the year, 89 societies had not commenced work. The total number of members in these societies was 675,448 as against 714,820 at the end of the previous year.

The number of agricultural credit societies fell from 12,439 to 12,080 and, of these, 81 societies had not started work by the end of the year. Of the total number of societies, 64 were on the basis of limited liability, viz., 38 land mortgage banks, 15 grain banks, 8 seed societies and 3 societies classed as agricultural banks. The total number of members in these societies at the end of the year fell from 676,009 to 639,629. Among the agricultural non credit societies, there were only 89 societies for purchase, purchase and sale during the year as compared with 108 in the previous year. The purchases made by these societies amounted to Rs. 1,198,424 and their sale proceeds were Rs. 1,158,012. It is stated that societies of this class have not been prospering, because their management is more complicated than that of a credit society and requires unremitting attention and expert business ability.

Non-Agricultural Societies. - At the end of the year there were 1,512 societies in this class with 263,381 members against 1,585

\* Annual Report on the Working of the Co-operative Societies Act II of 1912 for the year 1931-32 - Madras: Printed by the Superintendent, Government Press - 1933 - Price 8 annas - 81 pp. 61+3.

societies with 264,344 members at the end of the previous year. Of these societies, 15 had not commenced work before the close of the year. The non-agricultural credit societies too fell from 1,141 in the previous year to 1,107 during the year under report, but a slight increase in the membership from 230,889 to 231,487 during the year is recorded. Among the non-agricultural non credit societies, there were 211 societies for purchase, purchase and sale and production with a membership of 21,419 and a share capital of Rs. 2,81,561. The value of stock sold by these societies during the year came up to Rs. 1,790,019. The profit earned by some of these societies amounted to Rs. 59,427 against Rs. 58,724 in the previous year, while the loss incurred by some of them amounted to Rs. 34,213, <sup>as</sup> against Rs. 24,868 in the previous year.

Labour Contract Societies. - There were 32 societies under this class, including 30 societies classed as non-agricultural, as against 40 at the end of the previous year. Of these, four societies had not been started before the end of the year and four societies did not do any work. The number of members in these societies was 2,274, of whom 1,440 were actual workers and 834 were helpers. The paid-up share capital of all these societies amounted to Rs. 9,612 and the reserve fund to Rs. 14,647. Work to the value of Rs. 21,775 was pending execution at the end of the previous year and work to the value of Rs. 27,039 was secured during the year. Work to the value of Rs. 39,308 was executed during the year while contracts worth Rs. 6,134 were cancelled leaving work to the value of Rs. 3,372 pending execution at the end of the year. The net profits of some of the societies amounted to Rs. 3,743 while the loss sustained by others was Rs. 7,599. Bonus amounting to Rs. 1,238 was distributed to members from the income of some of the societies.

Weavers' Women's Societies. - Of the 29 societies exclusively for weavers, 20 remained dormant. The rest purchased raw material worth Rs. 17,539 and finished products from members worth Rs. 35,692. Their sales of finished products to the public amounted to Rs. 29,142. The working capital of all these societies amounted to Rs. 97,225, while the profits of some of these societies amounted to Rs. 3,636 and the loss sustained by others was Rs. 4,744. During the year, the <sup>Salem Weavers' Society</sup> society purchased from its members finished products to the value of Rs. 18,921. Rupees 42,180 were realized by sales. It had a working ~~net~~ capital of Rs. 14,906 at the end of the year and its profits during the year amounted to Rs. 1,850. *The Salem Weavers' Society was one of the most efficiently worked weavers' societies of the year.*

(The progress of Co-operation in the Madras Presidency during the year 1930-31 is reviewed at pages 48-51 of the May 1932 report of this Office).

Co-operation in Mysore 1931-32. ✓

The report of the Registrar of Co-operative Societies in the Mysore State for the year ending 30-6-1932 which was published recently remarks that the movement is growing popular in the rural areas of the State.

The number of agricultural societies increased from 70,105 to 71,790 and non-agricultural societies rose from 64,323 to 67,757. The membership of central societies fell from 3,187 to 3,168. The membership of all societies increased from 137,615 to 142,715. The working capital of all societies increased from Rs. 18.9 millions to Rs. 20.4 millions, or an average of Rs. ~~142.78~~ 142.78 per member as against Rs. 138.31 in the previous year. The paid up share capital also rose from Rs. 4.868 millions to Rs. 4.975 millions. The total reserve fund of the Societies increased from Rs. 2.278 millions to Rs. 2.440 millions and constitute 49.0 per cent of the total paid-up capital and 11.97 per cent of the working capital. Excepting in the Bangalore District where the percentage of Reserve Fund utilised as working capital is about 13, 50 per cent of such capital of societies in other District was from this fund. Deposits constituted 46.99 per cent of the total working capital of societies as against 45.02 per cent in the previous year and the Government note that this is a satisfactory feature pointing to the public confidence which the societies inspire in attracting deposits.

There was a decrease in the amount of loans issued to individual members during the year as compared with the previous year, the amounts being Rs. 10.265 millions and Rs. 11.856 millions respectively.

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The net profits of the year amounted to Rs. 492,000 against Rs. 525,000 in the previous year. The Central and Agricultural Societies showed a falling off in profits, while the non-agricultural societies showed an increase compared with the year previous.

The total outstandings at the end of the year amounted to Rs. 13.858 millions. The Government observe that this is an unsatisfactory position and prevailing unfavourable economic conditions can account for only a part of these out-standings. The accumulation of heavy arrears, they point out, is an unhealthy feature of the operation of the societies and observe that all possible efforts should be made for removing it.

(The Progress of Co-operation in Mysore State during 1929-30 was reviewed at page 80 of our July 1930 report and that during 1930-31 at pages 53-54 of our April 1932 report).



Agriculture.

Rural Uplift in C.P.: Committees to be Appointed. ✓

Reference was made at page 67 of the report of this Office for December 1932 to the constitution of the Village Uplift Board in the Central Provinces. At the first meeting of the Village Uplift Board held during the first week of February 1933, it was decided to request the Government to ask the Deputy Commissioners to constitute District and Tahsil committees to undertake rural uplift work ~~x~~ on the lines indicated by the Board.

The committee is to consist of the local representatives of the revenue, medical, agriculture and veterinary departments, chairmen of the local co-operative banks, chairmen of the District Councils in the case of the district committees and the chairmen of the Local Boards in the case of the Tahsil committees, and two other non-officials. It was agreed that in view of the financial stringency only inexpensive schemes should be undertaken for the present and that to begin with, rural uplift work should be confined mainly to (1) the issue of pamphlets to be read out and explained to the villagers by the district council teachers on agricultural and veterinary topics and subjects like, road sense, hygienic habits and prevention of epidemics, and (2) the establishment of experimental village uplift centres in all the districts.

The proposals to draw up a syllabus for the training of social workers and to provide the board with a small library of rural uplift literature was also approved.

Agricultural College for Bengal:

Enquiry Committee Appointed.

The Syndicate of <sup>the</sup> Calcutta University have appointed a recently a committee to consider the possibility of establishing a university agricultural college which might serve the double purpose of improving the agriculture of the province and help in solving the unemployment problem among the middle classes.

Sir Daniel Hamilton has offered his property in the Sunderbans for the purpose of starting an experimental colony in the first instance. In a scheme which he has forwarded to the University, Sir Daniel & states that he is at present erecting at Gosaba a co-operative training institute to train young men in the principles and practice of co-operation and that attached to the institute is land where young men may be given practical training in agriculture and village industries. His opinion is that no hard and fast scheme of colonization should be adhered to at this stage. After the first batch of young men have had a year's training in co-operation and agricultural and village industries, the authorities will know better on what lines to proceed in the framing of a definite scheme. In any case he is not quite sure that the Sunderbans is the most suitable place for colonization by bhadralok (educated young men), though he is ready to provide sufficient land there, for a small experimental colony to begin with. After training on this land, the young men might set about forming small colonies of their own in the districts to which they belong. Sir Daniel Hamilton offers to provide simple buildings at Gosaba and <sup>to</sup> help in any other way he can.

Sir Daniel has also offered his property in Mayurbhunj - a suburb of Calcutta - for working in furtherance of his scheme.

Maritime Affairs. ✓Reduction of Hours of Work of Dock Labourers:Views of Karachi Merchants' Association.

The Royal Commission on Labour in India discussed the present position of hours of work in Indian docks in Chapter IX of their report (vide pages 187-188 of the Whitley Report) and some of its recommendations concerning Hours of work and conditions of employment for dock labourers were;

- (a) The normal daily hours prescribed by law should be nine, with over time permissible up to three hours;
- (b) Payment for each hour of overtime should be required at not less than  $33\frac{1}{3}$  per cent. over the ordinary rates;
- (c) The minimum age of employment should be raised to 14 years;
- (d) Enforcement should be entrusted to the factory inspection department.

The Director of Information and Labour Intelligence, Bombay, addressed a letter dated 18-11-1932 to the interests concerned with dock labour within the Presidency asking for their views on the above recommendations of the Whitley Commission. The following is a summary of the views expressed by the Committee of the Karachi Indian Merchants' Association on the above recommendations:-

Regulation of Hours of Work. - As regards the regulation of the hours of work in docks, it was pointed out that since the visit of the Royal Commission to Karachi, the hours of work in this Port had been reduced from 12 in summer and 11 in winter for the day shift and  $11\frac{1}{2}$  hours for the night shift, ~~as reported by the Commission to 10 hours for the day shift and  $9\frac{1}{2}$  hours for the night shift, by the Port Trust,~~ divided into two periods with 1 hour's and  $\frac{1}{2}$  hours recess, respectively, so that the hours of actual work are nine. The Committee considered the present hours of work during the day as reasonable and suggested that the night shift might be reduced to  $8\frac{1}{2}$  hours with  $\frac{1}{2}$  hour's recess.

Payment for Overtime Work. - Over time work, it was stated, is, at present, restricted by the Port Trust and is allowed for

special reasons. No overtime allowance is paid for work during the day, but for night work 25% extra is paid. The overtime allowance recommended by the Royal Commission appeared to be excessive, and the Committee suggested 25% instead. Regarding the limit of overtime, it was the experience of stevedores that it seldom exceeded 3 hours. The Committee, therefore, felt that the limit of 3 hours would be of no particular advantage to the labour.

Age of Employment. - The Committee approved of the recommendation that the minimum age of employment should be raised to 14 years.

Inspection. - The Committee did not agree with the proposal that the duties of inspection be entrusted to Factory Inspection Staff, which might prove to be inadequate, and also incompetent for the purpose of dock labour inspection, and suggested that the work of inspection be entrusted to Port Authorities.

Form of Legislation. - As regards the form of the proposed legislation should take, the Committee was of the opinion that amendment of the Indian Factories Act, 1911, or the Indian Ports Act, 1908, for the purpose would be undesirable and suggested a comprehensive Act being undertaken for dock labour.