

GOVERNMENT OF COCHIN.  
REPORT OF  
THE COMMITTEE TO ENQU  
INTO THE CONDITIONS OF  
INDUSTRIAL LABOUR

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## LOCAL SELF-GOVE

12th November 1946

No. 62.—The report of the Committee constituted by Government to enquire into the conditions of labour in the State, is published for the information of the public.

2. Government place on record their appreciation of the services rendered by the Committee.

### INTRODUCTION

The Government of Cochin appointed a Committee for enquiring into the conditions of industrial labour in the State by their Order No. D-3-34940/1121, dated 18th June 1946. The personnel and the terms of reference of the Committee are contained in the Order, the text of which is reproduced below :

### PROCEEDINGS OF THE GOVERNMENT OF HIS HIGHNESS THE MAHARAJA OF COCHIN

#### DEVELOPMENT DEPARTMENT

#### Committee to enquire into the conditions of industrial labour —Constitution of

Read Sarvadhikariakar's communication, G. 5532/1121, dated 18th June 1946.

*Order D-3-34940/1121, dated 18th June 1946*

Government are pleased to appoint a Committee consisting of the following persons to enquire into the conditions of industrial labour in the State and to recommend such further measures, legislative or executive, as may be necessary to secure for the employees of the industrial concerns suitable conditions of living and occupation.—

- |   |                                   |
|---|-----------------------------------|
| (1) M.R.Ry. B.V.K. Menon Avl., B.A., B.L.,<br>Secretary to Government | .. Chairman.                      |
| (2) „ P. K. Dewar Avl., M.L.C.  | .. Member to represent labour.    |
| (3) „ K. P. Rau Avl., (Manager, Tata Oil Mills)                       | .. Member to represent employers. |
| (4) „ M. K. Raja Avl., B.A., LL. B., M.L.C.                           | .. Member.                        |
| (5) Mrs. T. Francis, M.L.C.   | .. do.                            |

2. M.R.Ry. T. R. Velunni Avl., B.A., B.L., Assistant Secretary to Government, will be the Secretary of the Committee.

3. The Committee will enquire into and report upon the following matters and will make such recommendations to the Government as they deem necessary in respect of each of them.

(a) The present conditions of industrial labour in respect of wages, leave, working hours and all other conditions of employment;

(b) The extent to which the Managers of industrial establishments concern themselves with the provisions of suitable living conditions for their employees and the provision at the work-spot of such amenities as ventilation, sanitation, drinking water, canteens, etc.;

(c) The extent to which labour is given any share in the direction, management or profits of the business;

(d) The manner in which Trade Unions are at present organised, and whether their organisation is susceptible of improvement;

(e) Whether the machinery for the settlement of labour disputes needs any improvement; and

(f) Other cognate matters which in the opinion of the Committee, should be brought to the notice of the Government.

4. The Committee is requested to complete its enquiries and make its report with recommendations within one month.

(By order of the Government of Cochin,  
Ministry of Development)

(Sd.)

*Assistant Secretary.*

The Committee held nine meetings, on 25th June 1946, 6th July, 1946, 31st August 1946, 1st October 1946, 31st January 1947, 20th April 1947, 8th June 1947, 21st September 1947, and 29th September 1947. At the first meeting of the Committee, some of the members suggested that the scope of the enquiry should be widened so as to bring within its purview all types of labour. By their Order D-3-34940/21, dated 11th July 1946 Government stated that in view of the wide scope of the enquiry it may not be possible for the Committee to complete its work within the period of one month originally specified. Government considered that a more exhaustive enquiry will be of great help in solving the labour problems in the State. Accordingly ordered that the scope of the enquiry be extended to all types of labour except agricultural labour.

At the same meeting of the Committee it was decided that the best method of gathering the required information was to circulate a questionnaire and if found necessary, to visit some of the industrial establishments. At its second meeting the draft of the questionnaire was approved. Appendix I gives the text of the questionnaire as approved by the Committee. Copies of the questionnaire were sent to the establishments listed in Appendix II. It was also published in the Cochin Government Gazette dated 13th July 1946 for eliciting the views of the public and one month's time was given for submitting the answers. Copies of the questionnaire were also sent individually to all the members of the Cochin Legislative Council. The names of those who responded to the Committee's request for information and opinions are marked with an asterisk in the Appendix II.

Three of the members of the Committee, namely Messrs, K. P. Rau, P. K. Dewar and Dr. (Mrs.) T. Francis, visited the Alagappa Textiles along with the Secretary on 12th February 1947 for a local inspection and for collecting evidence.

At the third meeting of the Committee on 31st August 1946 the Committee extended the time for receiving the answers till the end of September 1946.

In preparing this report, the Committee has in the main followed the arrangement adopted for the questionnaire. The report has been divided into 10 chapters entitled,

- I. General
- II. Wages
- III. Working Hours
- IV. Conditions of Employment
- V. Housing
- VI. Welfare Work
- VII. Labour's Demand for a share in management and profits
- VIII. Trade Unions
- IX. Machinery for the settlement of Labour disputes
- X. Conclusion.

In the concluding chapter an attempt is made to summarise the final conclusions of the Committee on the various points dealt with in the earlier chapters.

The Committee wish to make it clear that this report is based on the data collected before 1st October 1946. The wages, dearness allowance, etc., granted to employees have been enhanced in some industrial concerns since the above date and consequently the statistics collected may not exactly represent the present conditions of industrial labour in the State.

Further, various legislative measures concerning hours of work, overtime wages and conditions of employment of industrial workmen have since been placed in the statute book and other similar measures are now under consideration. The report has, therefore, to be viewed against this background.

In conclusion, the Committee desire to acknowledge the assistance received from all who have co-operated with the endeavours of the Committee.

## CHAPTER I

### GENERAL

#### Industrial Labour in the State

Cochin like the rest of India is predominantly an agricultural area. According to the Administration Report of the Labour Department, Cochin State, for the year 1121 (1945-46), the total number of factories on the register under the Factories Act, II of 1113, was 119; the total number of workers employed in those factories being 13,090 (vide details given below):

Nature of industry	Factories	Operatives	
		No	Percentage
1	2	3	4
1. Brick and Tile Works	36	2,106	16.09
2. Rice Mills	30	721	5.51
3. Oil Mills and Soap	16	2,652	20.25
4. Textile Mills	4	4,078	31.15
5. Eng. Works and Foundries	8	1,603	12.25
6. Mineral Oil	2	557	4.26
7. Saw Mills	4	600	4.58
8. Coir Factories	6	362	2.77
9. Rubber and Tea Factories	8	230	1.76
10. Match Factories	2	57	0.44
11. Electroplating	1	87	0.66
12. Fertilisers	2	37	0.28
Total	119	13,090	100.00

In addition to those factories there were about 441 concerns which could not be brought under the term "factories" as defined in the Cochin Factories Act, II of 1113, in that they were not using power or were engaging only less than 20 workmen. The total number of persons employed in those factories can be taken to be in the neighbourhood of 9,000. Thus the total strength of industrial labour in the State would appear to be 22,000 or 1.55 per cent of the total population of 14.23 lacs as per the 1941 census.

#### Relative Importance of Industries

As can be seen from the above table, the Textile group has about 31 per cent of the total labour force on its rolls, the "Oil" group and the "Brick and Tile" group coming next with about 20 per cent and 16 per cent respectively.

It was not possible to get full and accurate information regarding the various factories. Of the above 119 establishments, only 30 have replied to the questionnaire and the answers received from most of them were meagre and incomplete. A few labour organisations and some factories not coming under the Factories Act (viz. Printing Presses, Beedy Making establishments etc.) have also responded. By a careful sifting and grouping of the available information, an attempt is made in the following pages to present the broad outlines of industrial labour in the State.

### Classification of Workers

The following table gives the details of employment of 14,067 workmen.—

Serial No.	Nature of Industry	No. of concern	Super- visory Staff	Clerical Staff	Opera- tives	Con- tract labour	Total	Percentage	
1	Oil Mills and Soap Factories	8	115	222	2,031	212	2,580	18.34	
2	Oil Installations	2	12	45	643	90	790	5.62	
3	Estates	6	49	16	2,386B	..	2,451	17.42	
4	Tile Factories	3	6	9	327	25	367	2.61	
5	Textiles	2	98	64	3,786	..	3,948	28.07	
6	Rice Mills	2	1	11	42	..	54	0.38	
7	Timber Mills	2	9	18	367	..	394	2.80	
8	Engineering Works	2	20	19	1,242	..	1,281	9.11	
9	Match Factories	8	35A	..	447C	..	512	3.64	
10	Potteries	1	3	3	202	..	208	1.48	
11	Printing Press	21	2	..	217	..	219	1.56	
12	Municipalities	3	..	..	390	..	390	2.77	
13	Cashewnut Industries	2	8	5	380	..	393	2.79	
14	Tobacco and Beedi Industries	2	..	..	230	..	230	1.64	
15	Micellaneous	3	16	15	219	..	250	1.77	
Total		..	67	374	427	12,939	327	14,067	100.00
Percentage		..	2.66	3.04	91.98	2.32	100.00		

A=Includes clerical staff also.

B=Includes plantation labour also.

C=Includes women workers doing work at home on piece-rate basis.

A comparison of the figures given in the table with those given by the Labour Commissioner, however, shows considerable disparity. This report is based on the figures incorporated in the table.

As can be seen from the Table, the supervisory and clerical staff form 2.7 per cent and 3.0 per cent respectively, making a total of 5.7 per cent of the total number employed. Regarding the classification into men, women and children, details of only 12,115 workmen were available. The percentages worked out on the basis of those details are as follows.— Men 76.7 per cent; Women 22.4 per cent; Children 0.9 per cent, the corresponding figures for the 119 factories as given in the Labour Commissioner's report being 75.2, 19.7 and 5.1 respectively. From the data available, it is found that the percentage of women workers fluctuates from industry to industry and that it is highest in the Textiles and Estate groups. Juvenile labour is scarce and comes to only 0.9 per cent of the total strength.

The analysis of the returns by communities shows.—

Caste-Hindus	..	18.9 per cent.
Non-caste-Hindus	..	34.5 "
Christians	..	37.6 "
Muslims	..	7.1 "
Others	..	1.9 "

100.0 per cent.

Cochinites in all the industries taken together come to 86·5 per cent of the total. Of the balance of 13·5 per cent, the majority is from Travancore and British Malabar.

It may be mentioned in this connection that four firms with outside capital, *viz.*, The Tata Oil Mills Co., Ltd., The Alagappa Textiles, Ltd., The Burmah-Shell Co., Ltd. and The Standard Vacuum Oil Company, employ about 32 per cent of the entire industrial labour mentioned above.

### Recruitment

The various establishments mostly follow only one method of recruitment, *viz.*, direct recruitment by the management. The consensus of opinion among the employers is that, under the prevailing circumstances, that is the best method and it should be continued. While we agree with the employers in their view, we would like to add that there is need for great care in order to prevent favouritism and corruption influencing the selection of candidates. We suggest that the final selection in every case should be made either by the Manager himself or by his immediate assistant, and this should be done only after giving due notice and wide publicity. Where there are labour unions, a copy of such notice should be sent to them.

Except in a few establishments, there are no definite and published rules governing recruitment. Service records of workers are also not available in most cases. It is highly essential that every establishment should be made to keep accurate data relating to these matters.

Preference, as a matter of grace, is seen to be given by some employers to near relations of their deceased or retired workmen or workmen with long service. Other employers, though not against such a practice in principle have not given effect to the same. The Industrial Employment Standing Orders make it compulsory on the part of all employers to give preference to persons with previous service. No weightage in respect of relatives is given in those rules. We feel that such a practice—the practice of giving preference to relations of employees—will be in the interests of both the employer and the employees. Apart from increasing the total earnings of the family, such a procedure will definitely strengthen the bonds of attachment between them. However, as stated by the Bihar Labour Enquiry Committee, “there is a risk that such a consideration if acted upon to the exclusion of other considerations will turn the industry into a close preserve of those already employed in it.” It is, therefore, necessary that such preferences when given, should not exceed a fixed percentage of the total recruitment and that it should be confined to specified relations, *viz.*, son, daughter or widow of an employee.

In the Administrative Report of the Labour Department referred to above, we read with great interest the good work done by the Employment Exchange for ex-servicemen. We feel that similar employment exchanges for recruitment of industrial labour will prove of great help to the industry. To start with, such exchanges need be opened only at Ernakulam, Trichur and Chalakkudi. The labour exchanges when opened could also be made to serve as a State machinery for the administration of unemployment insurance and such other ameliorative measures.

It is likely that employers will at the beginning look upon the exchanges with suspicion as a machinery interfering with their right to employ whomsoever they like. Workmen also may be diffident to approach these institutions thinking that their chances of getting employment are much greater if they make individual approaches to the employer. These misgivings have no basis. The employer may be assured that Exchanges in no way affect his freedom of choice in enlisting men. The exchanges will only facilitate contact between him and the prospective worker. The worker also should be made to realise that by registering at an exchange his case will be looked after by a body quite conversant with the labour market and, therefore, most competent to offer help and suggestions. All employers who have more than 100 workmen on the rolls may even be asked to pay a contribution towards the cost involved in the maintenance of these exchanges.

### Contract Labour

Contract labour forms, according to the returns, only 2·3 per cent of the total labour employed. Some of the factories who have replied to the questionnaire employ contract labour for some purpose or other. Generally speaking, contract labour is employed for the following kinds of work.—

- I. Normal factory work which can easily be planned beforehand.

II. Odd and intermittent work which cannot be foreseen.

III. Construction of buildings, erection of machinery and other specialised jobs.

There is no justification for allowing the type of work referred to in I to be done by contract labour. Regarding item II, the employers contend that loading and unloading of goods into and from wagons and steamers are jobs which are odd and intermittent and that the employment of a permanent labour force for such work is uneconomical. There is considerable force in the argument advanced. As regards III, we feel that as expert knowledge is required for such specialised work and the work itself will be sporadic in character, contract labour will have to be engaged.

The general argument advanced in favour of contract labour is that it serves as a check on high costs and inefficiency. But as pointed out in the Rege Committee Report, the contractor who has obtained his contract by virtue of being the lowest bidder naturally pays low wages and intensifies the pace of work, in order to earn a profit. The chances of exploitation are, therefore, considerable. At present, the workers employed by contractors have no adequate legal protection. We would, therefore, suggest that suitable provisions be made by which no employer will be permitted to engage the services of a contractor, who has not taken out a licence from Government. Government have recently incorporated "A. Model Rules and Fair Wages clause" in contracts for works under the Public Works Department. Similar rules should be made mandatory for all contract work, the licence of the contractor being liable to be cancelled if any of the provisions are not observed by him. In respect of remuneration, the Minimum Wages Bill when it becomes law can be expected to remove the disabilities of contract labour to a large extent.

## CHAPTER II

### WAGES

Wages usually mean a compensation paid to a hired person for his services. Generally speaking, its upper limit is set by the productivity of the worker and the lower by the standard of sustenance of the particular grade of employees. Wages usually range between these two limits according to the relative bargaining strength of the employer and the worker. The force of public opinion and custom also play a part in the fixation of wages.

The wage system in the State as in the rest of India is in a chaotic condition. A comparative study of the wages obtaining in different concerns is indeed difficult. The different nature of the work in different concerns has brought in diverse systems of occupational classification of workers. Ever since the publication of the Report of the Royal Commission on Labour, standardisation of wages has been a much discussed subject. But apparently little progress has been made till now. By standardisation it is possible to remove a fruitful source of grievance from industrial workmen. But the difficulties to be overcome are immense. Full co-operation of both the establishments and labour is absolutely essential for any measure of success. The nature of the work and the training; qualifications, etc., required for it will have to be carefully ascertained. An analysis of the normal productivity of each type of labour also becomes indispensable. The Committee feel that the fixation of minimum wages by law will, by considerably narrowing down the disparities, greatly facilitate standardisation of wages.

A statement showing the details of wages obtaining in the different industrial concerns in the State is given in Appendix III. As a few institutions include Dearness Allowance also along with wages, it is not possible to have a direct comparison of basic wages from those tables. A separate column showing the minimum earnings of a worker is also given side by side to facilitate comparison.

The upsurge of prices consequent on war gave an impetus to the general demand for increased wages which, as in the rest of India, were admittedly low. This demand was mostly met by the grant of Dearness Allowance. The basic wages have been revised in some instances and the Dearness Allowance increased periodically to correspond to the increased cost of living. Nevertheless, the vicious spiral of ascending prices and wages still goes unchecked.

All dearness allowance payments have to be considered as temporary. The payments can in no sense be considered as uniform and amounts generally range from Re. 0—1—6 to Re. 0—15—0 per day in the factories reviewed in this report. As already stated, this allowance is periodical



revised in the bigger establishments on the basis of the cost of living index numbers. But the dates from which those revisions came into force are not available, so that it is not possible to assess how those allowances have kept pace with the increased cost of living. (Vide Appendix IV).

The various other facilities given by the different concerns can broadly be classified as under.—

- (1) Free Medical Aid
- (2) Subsidised Rations
- (3) Presents on Festive Occasions
- (4) Subsidised Canteens
- (5) Company products at concession rates
- (6) Housing accommodation, firewood, etc.

Subsidised rations (especially rice) are given by many concerns. The cash equivalent of the same comes to Rs. 5—11—1 per mensem in the Cochin Harbour Works and Rs. 1—14—0 in the Oil Installations. In the estates generally, this ranges from 3 annas to 4 annas 3 pies per head per day. As regards free medical aid, subsidised canteens, etc., details can be had in the chapter "Welfare Work."

The contributions by a company towards Provident Fund may also be classed under this group and is separately dealt with elsewhere in this chapter.

#### **Basis for calculation of wages and payment**

The payment of wage on time basis has been, especially of late, subjected to much criticism. It is argued that here there is no direct inducement to the employee to exert his best. Owing to the necessity of paying the least efficient workman the normal wage, it becomes difficult for the employer to pay a workman remuneration according to his ability. The elimination of the incompetent becomes difficult and the good worker is gradually reduced to the level of the mediocre.

The introduction of piece-work rates will in general contribute to efficiency. It will make the worker feel more responsible and thereby encourage regular attendance and output. By minimising idle labour which is one of the nightmares of industry, it will enable the management to face competition with greater confidence. Unfortunately, much of the work in the industrial concerns is not capable of direct measurement. Consequently, the system can be adopted only for a few items of work. Further, as some of the concerns have stated, this system breeds a sense of insecurity in the worker, as even minor variations in his efficiency get reflected in his wage packet. Especially for the worker, grey in service, with his efficiency on the decline, the results of this measure will not appear equitable. The calculation on daily basis is therefore, the system most commonly accepted.

However, in few instances, where direct measurement of output is possible, piece-rate basis is in vogue. In the Estates and Match Factories, many kinds of work are paid on this basis. In the Textile Mills and in some factories coming under the Miscellaneous group, this system has found acceptance.

There is a demand by certain sections that the daily rated system should be abolished and that all operatives should be put on the monthly basis and paid for 30 days for 26 days' actual work. Industrial concerns as a whole are against such a change and want the present practice to continue. The Tata Oil Mills Co., Ltd., have stated that such a conversion would cost them a sum of Rs. 1,25,000 per annum without any corresponding return in production. According to them, though such a change may to some extent help the stability of the labour force, it will, under the present circumstances, only encourage absenteeism and general slackness. More or less the same argument has been advanced by the Estates, Oil Installations, etc.

The systems of wage-payment vary slightly from establishment to establishment and they can broadly be grouped under 3 heads:—(1) bi-weekly, (2) weekly and (3) fortnightly. (vide Appendix V).

It will be seen from Appendix V that of the 28 establishments for which details are available, as many as 18 (64 per cent) adopt weekly payments, while the time lag between the end of the wage period and the date of payment varies from nil to as much as seven days.

Generally speaking, employees working in the same department, doing identical work, receive the same emoluments. However, in institutions like the Tata Oil Mills Co., Ltd., with specific grades for different types of work, workers doing identical work, though placed in the same grade, are given different wages on the basis of their service. In other concerns though there is no grade system, men with longer years of service to their credit receive more wages than juniors scheduled for similar work.

As regards equal pay for men and women, the opinion among the concerns is sharply divided. Many of the factories are inclined to give equal pay only if the women turn out an equal amount of work.

The wages are usually paid during working hours or immediately after. Some institutions close the work one hour earlier so that workers are not delayed for payment of wages.

### Contract Labour Payment

It is not possible in all cases to compare the wages received by contractors' men with those paid to factory labourers. For instance, Dhanalakshmi Corporation gives a lump sum to contractors for a specific work and they have no idea how it is distributed among the workers. In many other cases, the contractors take a commission and distribute the balance among their men. There are cases, viz., Chandramalai Estate, where contractors pay even better rates of wages than Estates. Contractors engaged by the Tata Oil Mills Co., Ltd., usually pay same wages as paid by the Company, but the amenities provided for the Company's regular workmen are not extended to them. The contractors' men are allowed to bring to the notice of the Company any complaint against them. In the Oil Installations also the rates paid by contractors compare well with the Company's level of wages. However, it has to be mentioned that since contract work, as already stated, is mostly odd and intermittent, the workmen employed by contractors will not be having work every day.

### Living Wage Standard

There is much haziness in the talk about "living wage". People who use the word have in mind a standard of living, a standard which varies from period to period and from country to country. According to Prof. Taussig, "this standard is something to which men have become habituated and which reflects the general attainment of a given stage of well-being". The definition of "Living Wages" laid down in the Industrial Code of South Australia (1920) illustrates this point. The living wage is defined in that code as "a sum sufficient for the *normal* and *reasonable* needs of the average employee living in a locality where the work under consideration is done or is to be done"

It is evident that apart from the needs of the industrial workman, the living wage takes into consideration the cost of maintaining his family. The total number of members in a family varies considerably from place to place and from one wage group to another. The Bombay Textile Labour Enquiry Committee decided on a balance of considerations to define the Living Wages Standard in all centres with reference to a family of 4 persons—a worker, wife and 2 children—or 3 consumption units. In an enquiry held in 1940, the Rao Committee also based their recommendations for wages on the basis of 3 consumption units. The Pay Commission, Government of India, also have adopted an identical basis for the calculation of the minimum requirements of a worker. With regard to industrial labour in Cochin State, the data given in the Budget Enquiry Report (1939) reveal that the average number of dependants (in terms of equivalent adults) per person gainfully employed in the family is 3.4 in Ernakulam, 2.7 in Trichur (Town) and 2.5 in Trichur (Mofussil). The Committee, therefore, feel that there is every justification for defining the Living Wage with reference to family of 3 consumption units.

The concept of a living wage, as defined above, is often made use of as a standard to compare existing levels. For the estimation of such an external standard, two approaches are usually made.

- (1) The method of norms as elaborated by physiologists, etc.
- (2) The method of setting up standard budgets for population group at different levels of income.

For items like Food and Housing, objective scientific norms have been calculated by experts and their monetary value incorporated into the living wage calculations. For items like clothing,

etc., for which such bases are not available, the data furnished by standard working class budgets are pressed into service.

Generally speaking, for an industrial worker in our country, the living wage standard or "the normal and reasonable needs" can be taken to include food (2600 calories per head per day), clothing (30 yards per head per year), shelter (100 sq. ft. of house room or 3000 c. ft. of fresh air per head), besides adequate facilities for medical relief and the education of children. Consequently, the aggregate income to meet the above demands for 3 consumption units may be taken to be "the living wage" for a workman in the State.

### Minimum Wages

Classical economists have always maintained that the operation of the laws of supply and demand will ensure equitable wages. This presumes equality of strength and intelligence between Capital and Labour. There must also be free mobility and free competition in the labour market. In the case of a country like India, most of these conditions are almost non-existent. Consequently State intervention on behalf of workers may often become necessary. The question of minimum wages has to be viewed against this background.

During the second half of the 19th century, many countries began to introduce legislation for the regulation of minimum wages. In all cases, it was intended as a part of the general body of social legislation to provide reasonable working conditions for industrial labour. The main object of this minimum wage legislation was to protect workmen from exceptionally low wages then obtaining in many industrial establishments. In countries like Australia, the legislation was also intended to prevent industrial disputes and improve the national standard of living.

The question of fixation of minimum wages bristles with difficulties. In the first place it has to be decided whether the fixation of a single minimum for all the industrial concerns will be sufficient or whether different minimum rates for different industries have to be fixed. The former course is obviously rigid and the usual result has been to put the legally fixed rate at too low a level and to give very little effective protection. The fixation of a separate minimum for each industry, therefore, appears more effective. In the meanwhile, it will be unwise not to give protection to workers other than the lowest paid. Starting from the basic minimum of each industry, a scheme of occupational minima or standardised rates for the industries will also have to be framed.

Coming to the machinery for fixation of minimum wages, the principle of Trade Boards appears particularly suited to Indian conditions. The essential feature of this scheme is that "the control of what the wages shall be, depends to a large extent on the trade itself". There is a separate board for each industry consisting of an equal number of employers and workmen. Apart from a sprinkling of experts, one or two public men are also co-opted to represent the general consumer. The Chairman of the Board is often a high Government official and the minimum rates are usually fixed by discussion and persuasion, so that very few occasions arise either for the Chairman or the independent members to exercise their votes. The Committee feel that a similar body will provide an adequate machinery for the fixation of minimum wages in the State. The Board can be a permanent body entrusted with the task of periodically reviewing the wage levels in the industrial concerns and of effecting alteration if and when necessary in the minimum wages fixed.

The bases of minimum wage fixation usually adopted are (1) The cost-of-living principle, (2) The capacity-to-pay principle, (3) Relation to wages in other industries and (4) Degree of skill involved in an occupation.

Of these, the relation to wages in other concerns is useful more for purposes of comparison of wages already fixed, than for their actual determination. As regards the degree of skill required, that only helps to fix the difference in wages between the various types of workmen.

We have already seen that the living wage principle affords an absolute external standard for the determination of remuneration to workmen. In practice whenever this basis has been taken for such fixation, the decisions have always been tempered by considerations of a practical nature. The working class cost of living as revealed by index numbers has, however, been taken as an important basis in all such calculations.

Coming to the capacity of the concern to pay, the statistical difficulties involved in assessing this with any degree of accuracy are formidable. In the first place, basis of capacity ha

to be measured in terms of the industry as a whole. Fixation of interest charges, remuneration for salaried staff, depreciation for plant and machinery etc., provide avenues for endless wrangling. There have been cases where the workers' organisations have refused to attach any weight to considerations of capacity to pay on the plea that having no share in the management of the business, they are not in a position to express any opinion.

Apart from the above considerations, the elasticity of demand for the products of the industry and the degree of competition faced by it will also have to be taken under consideration for minimum wage fixation.

The minimum wages in the various establishments in a particular locality should not be entirely unrelated. Otherwise employees working in some establishments may become disaffected which, in turn, will have a bearing on production. Further, the minimum wage of the industrial worker should have some relation to that of his agricultural counterpart. The living standard of the former cannot be advanced beyond a certain limit without improving the lot of the latter.

Starting from diverse considerations, various figures for minimum wages have been arrived at by different authors. These calculations are mostly hypothetical. Some of the factories who have replied to the questionnaire have also given their views in this matter. The Kalpaka Oil Mills want the amount to be fixed at 8 annas per day. The Dhanalakshmy Corporation are in favour of fixing it in relation to the cost of living. The Cochin Harbour Works suggest the minimum wage to be not less than the living wage. The Burmah-Shell Company, Standard Vacuum Oil Company and the Alagappa Textiles are all in favour of the principle, but suggest that the Government should study the question in all aspects before fixing any amount.

The statement showing minimum wages paid to workers in the different concerns in the State in 1945-46 will (vide Appendix III) be of interest in this context.

The application of the minimum wage rule has always been recognised to be subject to the limitations imposed by the general economy of the country. As stated by the Central Pay Commission, "it may be applied to correct inequalities in the distributive system but not in disregard of the total productive capacity of the country or without reference to national income". No system of distribution will help to raise the standard of living unless production is also increased. The authors of the Bombay Plan have calculated that in order to secure a minimum standard of living, a per capita income of Rs. 74 at prewar prices is essential. With the present per capita income\* of Rs. 65 in India in 1931-32, we will have to make considerable headway to reach this minimum standard.

The capacity of a family to live up to the minimum level of comfort as contemplated by the minimum wage legislation will be secured not only by money income, but also by increasing the purchasing value of the money it gets. Increase of output and control of prices are necessary for this purpose. We have already stressed the importance of increasing production and national income. The control of prices belongs more to the domain of the State. Fluctuations in price levels will, by upsetting the domestic economy, make the fixation of minimum wages ineffective.

No legislation can procure for wages complete immunity from the economic laws of supply and demand. Legislation can at best only make the actual wages in any establishment approximate to "the discounted marginal product of labour". No legal minimum of wages can avail if numbers increase so fast as to bring an ever-growing competition for employment. Further, minimum wage legislation by excluding the old and infirm who are incapable of earning the minimum brings to the forefront the problem of these people. It therefore, appears essential to provide adequate relief measures like old age pension, sickness insurance, etc., side by side with the legislation for fixing minimum wages.

In the light of these considerations, the Committee gave their most anxious consideration to this question of fixing minimum wage rates in the State. Though the difficulties in the way of immediate statutory fixation are many, they feel that the State must take some step forward in giving effect to the principle. The necessity of proceeding very cautiously in the matter requires no special emphasis. From the foregoing paragraphs, it is evident that the minimum wages fixed must have some definite relationship to the actual expenditure as disclosed by the Family Budgets of the working class concerned. The Budget Enquiry Report (1939) and the index numbers

\*The National Income of British India 1931-32 Dr. V. K.R. V. Rao.

Of the working class cost of living published by Government, provide valuable information in the matter. The number of persons per family and the percentage of the total expenditure spent on important items like food, clothing, etc., in an average working class family in 1939 are given in the subjoined table.—

	Ernakulam	Trichur (Town)	Trichur (Mofussil)
1. Food .. .. .	64·23	61·37	68·24
2. Housing .. .. .	9·91	11·59	8·67
3. Clothing .. .. .	6·03	6·50	5·74
4. Fuel and Lighting .. .. .	6·54	6·25	6·46
5. Miscellaneous .. .. .	13·29	14·29	10·89
Total .. .. .	100·00	100·00	100·00
Average number of persons per family (equivalent adults) .. .. .	5·56	4·95	4·83
Average number of dependants per person gainfully employed .. .. .	3·4	2·7	2·5

Working from the figures of actual expenditure for a family as obtained from those reports for August 1939 and the index number for August 1946 (299 for Ernakulam and 289 for Trichur—Base August 1939 = 100), it is found that the average expenditure for August 1946, for a family of 3 consumption units (worker, wife and 2 children) comes to about Rs. 46 in Ernakulam and Rs. 37 in Trichur (Town). In other words, the gross monthly earnings (inclusive of dearness and other allowances) of a workman sufficient to maintain himself and his dependants must be Rs. 46 for Ernakulam and Rs. 37 for Trichur. Though the figures are comparatively higher than the minimum earnings now received by workers in most of the concerns in the State, we feel that the minimum wages to be fixed should in no case be less than the figures mentioned above. In the case of concerns not in a position to pay wages at this rate, it is necessary especially if the industry is of an essential nature—that the State should step in and grant subsidies.

As far as the wage rates between men and women are concerned, we are of the opinion that the wage rate should be the same for both. Care should, however, be taken to see that women are posted to such jobs as are best fitted for them.

Some people are inclined to argue that when the lowest paid workers are raised to the minimum scale, the employees who were getting more or less this minimum before will have no incentive to remain on work and attend to a comparatively difficult job. But this argument is fallacious, for raising up of the wages of those below the minimum presupposes equitable adjustments in their case as well. A suitable grade system providing for regular increments can be designed to accommodate the different operatives without causing any inequity. The existence of such grades will also prevent the minimum wage from becoming the maximum.

### Rationalisation

By introducing improved methods of production which eliminate wastage of material and of human energy, rationalisation helps an industry to keep abreast of the times. Especially in a place like Cochin, which is industrially backward, these measures must be given every encouragement. The gains from rationalisation are, it is claimed, shared by everybody. The investor gets higher profits, the workers better wages and the consumer cheaper services or goods. The State also stands to benefit by increased revenue from taxation. It has also to be realised that rationalisation alone will enable an industrial establishment to face and survive competition, whether it be domestic or foreign.

Rationalisation involves almost in every case the employment of machines for the work done by human energy. This in its turn brings about retrenchment of personnel and consequent unemployment. It is this aspect of the problem that lies at the root of the opposition sometimes expressed but always felt by organised labour to all schemes of rationalisation. The opposition, however justified from purely individual considerations, should not be allowed to block the progress of an industry. The real solution must be in the evolving of new undertakings which will absorb the men displaced and provide them with employment as lucrative as the one to which they were accustomed. If economic history teaches anything, it is the fact that higher wages and a higher standard of life can co-exist only with a rationalised industry which presses into service every advance that Science and mechanical skill make possible from time to time.

### **Gratuity, Provident Fund, Pension, etc.**

The worker who has spent the best period of his life in the service of an establishment is certainly entitled on the eve of retirement to a generous treatment by the employer. It is the duty of the management as well as the State to see that he is not rendered destitute in his old age. Apart from humanitarian considerations, such relief measures are bound to give labour a sense of security which in turn, will be reflected in increased efficiency and good relationship between the worker and the employer.

Contributory Provident Funds have been introduced in some of the concerns and are, in general, well received by the employees. In the Tata Oil Mills Co., Ltd., Cochin Harbour Works, Burmah-Shell Company and Standard Furniture Company, such schemes are in operation. In the Tata Oil Mills Co., Ltd., and Cochin Harbour Works, the worker has to contribute one anna in the rupee of his wages, the employer also contributing a like amount. In the Burmah-Shell Company, the worker contributes up to 1 anna 6 pies in the rupee of his wages and the company a like amount.

The Standard-Vacuum Oil Company have a Pension scheme according to which a retiring employee is given a pension on the basis of an amount equal to 2% of the average annual pay of the employee for the five years next preceding the retirement. Subsequently the scheme was modified reducing the above 2% to 1½%. In a recent trade dispute between the above company and their workmen, the Adjudicator has, however, expressed himself in favour of a Contributory Provident Fund Scheme for the workmen in preference to the pension scheme now in force.

In the Sitaram Textiles, there is a Gratuity scheme; the worker on the eve of his retirement receives a lump sum which is proportional to the number of years of service (10 days' wages per year of service). In the Cochin Harbour Works, there is an "Invalidity and Retiring Gratuity" calculated at half month's pay for every completed year of service subject to a maximum of nine months' salary. This is given only to employees who have put in more than five years' service. Further, those who have joined the Provident Fund scheme are not eligible for this. In the Tata Oil Mills Co., Ltd., also there was a Gratuity scheme prior to April 1946, in addition to the Provident Fund, which was at that time optional. Since the above date, contributions to the Provident Fund have been made compulsory and the Gratuity scheme has, therefore, been dropped. In the Timber and Miscellaneous groups of industries, no such schemes are in operation. The Dhanalakshmi Corporation have stated that they give gratuity to workmen at the discretion of the management.

### **Model Provident Fund Rules**

In this connection, the Model Rules relating to Provident Fund for industrial employees, circulated among the members of the Committee deserve special notice. While the Committee are in agreement with the rules in general, they feel that its usefulness can be increased by incorporating a few amendments.

Especially with regard to the membership of the fund, a modification seems necessary. Clause 3 (2) makes it optional for an employee whose monthly emolument is less than Rs. 25 to join the Fund. Since the prevailing conditions have made it absolutely essential to encourage the habit of saving among workmen, the Committee feel that this scheme should be made compulsory for all employees.

We are not unaware that in the present unsettled state of industrial finance, the making of the Contributory Provident Fund system compulsory for all industrial establishments may affect adversely the smaller concerns. However, in such cases, it is the duty of the State to give every encouragement to the concerns for initiating such schemes so that the worker may have something to fall back upon in his old age. It will also be advantageous to have a scheme by which the contributions can be adjusted towards payment of premia for an Endowment Policy so that even if he dies in harness, his relatives may get the full amount assured and not the base sum standing to his credit at the time of his death. As an illustration, consider the case of a worker whose wage is Rs. 20 per mensem, contributing 1 anna per rupee on his wages towards Provident Fund, to which his employer also pays a like amount. From the second year of service, adjustments are made from the amount standing to his credit in the Provident Fund Account towards payment of premia (Rs. 23 per annum) for an Endowment Policy of Rs. 500 maturing in 20 years. The balance amount in his Provident Fund Account gets accumulated at 3% interest per annum. As can be seen from the table in Appendix V (a), the above workmen receives Rs. 961 in all if he retires at the end of 25 years of service, whereas if he dies at any time after the second year of service, his dependants stand to get Rs. 538 and upwards according to the date of his death.

The Pay Commission, Government of India, have even gone so far as to favour the institution of Compulsory Insurance, especially in the case of employees whose conditions of service involve accidents.

This Government may well start a Life Assurance Scheme and the above work will in itself go to a large extent in assuring the success of such a scheme.

## CHAPTER III

### WORKING HOURS

#### Limitation of Maximum Hours of Work

Working hours depend on the nature of the work and vary from industry to industry and also from process to process. Since human fatigue is a factor to be reckoned with in all these calculations, adequate provisions have to be made to minimise its effect. The Factories Act provides stringent rules fixing the maximum number of hours of work per week and hours of rest in between shifts. As per the Cochin Factories (Amendment) Act, III of 1122, which came into force from 14th January 1947, the maximum weekly hours has been reduced from 54 to 48 in the case of perennial factories and from 60 to 50 in the case of seasonal ones. The maximum number of hours per day has been reduced from ten to nine and the spread-over period from 13 to 10½. The reduction in the hours of work should lessen fatigue and reflect in increased output and efficiency. The consensus of opinion amongst the industrial concerns is, however, against further reduction in the hours of work as they contend that, in actual practice, the reduction in the hours of work has not resulted in any increased output and efficiency.

#### Shift Work

In factories where there is continuous processing for all the 24 hours, three shifts are worked, each consisting of 8 hours. This involves the introduction of night shifts, which bring additional strain to the worker. The Tata Oil Mills Co., Ltd., are of opinion that a weekly change of personnel is advisable for such night shift work. It is only by the introduction of such a measure that industrial health as well as efficiency of output can be maintained. At present, it is the general opinion that production at night compares unfavourably both in quantity and quality with that during day time. Probably, the effects of the deterioration are more than made up by economies resulting from the spread-over of interest, overhead charges, etc., on larger production.

At present, night shifts are paid at the same rates as other shifts by all Oil Mills, except the Dhanalakshmi Corporation. Ernakulam and Vypeen Mills pay tea allowances for night work. The other industries seem averse to give increased wages for night work presumably on the plea that night shift men do lesser hours of work. In the Tata Oil Mills Co., Ltd., for instance, a shift worker need work only 45 hours a week as against 48 hours for the other types of labour.

In the estates generally there are no night shifts, but there are spread-over shifts which, they say, are absolutely essential. The Tile Factories have no shift system, while the Textile Mills work all the 24 hours, in 3 shifts of 9 hours, with spread-over up to 13 hours. They are agreeable to reduce to a 48 hour week (as stated, this has already come into effect from 14th January 1947), but the Textile Union urges reduction to seven hours per day and 6 hours during night. The Union also wants night work to be paid at double the usual rates. In the Timber Section, the Anamallais Timber Trust favour reduction to eight hours a day, while the Standard Furniture Company do not offer any opinion, though there is night shift for a section of workers. The Anamallais Timber Trust suggest that on account of fatigue resulting from long hours of work, the workmen become careless and meet with accidents. The Cochin Harbour Works have double shifts (47 hours per week). There also no special rates are given for night shifts, which are booked only when absolutely necessary.

The question of night shifts (and of overtime work in general) has to be studied in the context of industrial health and a uniform policy, least deleterious to the workmen, will have to be drawn up. With growing class-consciousness and organisational strength, the clamour for still shorter working hours can well be expected to gather momentum.

### Overtime Work

As regards overtime work, the provisions in the Cochin Factories Act appear quite sufficient. According to that Act, a worker in any factory working for more than 60 hours per week or 10 hours per day (if the factory is non-seasonal) is entitled in respect of the overtime work, remuneration at the rate of  $2\frac{1}{2}$  times his ordinary rate of pay; for working more than 54 hours per week in a perennial factory, he is entitled to overtime wages at the rate of  $1\frac{1}{2}$  times his ordinary wages.

Some of the labour unions have demanded double the ordinary rate of wages for overtime work. According to the Cochin Factories (Amendment) Act, III of 1122, which came into force from 14th January 1947, the workmen now become entitled to overtime wages at the above rate. A worker in a factory working for more than 9 hours in any day or 48 hours in any week (50 hours if the factory is seasonal, is entitled to overtime wages at the rate of double the ordinary wages.)

In view of the legislation limiting the number of working hours to 48 per week and the proposed methods for calculation of overtime wages, no special comments are offered.

## CHAPTER IV CONDITIONS OF EMPLOYMENT

### Service Rules

Except in the case of half a dozen concerns none of the factories have any definite and published service rules. This is a position which is quite unfair to the workmen. The absence of rules governing these vital matters needlessly give rise to misunderstanding and difference of opinion between management and labour. It is, therefore, in the interests of all concerned to adopt a uniform standard practice in these matters and secure legal sanction for the same. Viewed in this context, the Cochin Industrial Employment (Standing Orders) Act is a timely and much needed piece of legislation. Inasmuch as the rules (Standing Orders) are framed with the approval of all the interests concerned, they can be of much help to bring about industrial peace.

We understand, that factories having a small number of employees on their rolls, will be exempted from the operations of this Act. Since it is a piece of legislation intended for the benefit of all industrial workers, we strongly feel that exemptions, if granted, will deny a good number of workmen the benefits conferred on their co-workers by law.

In the Tata Oil Mills Co., Ltd., there is a graded system of promotions and separate service cards are maintained for employees. The operatives are grouped under "Unskilled", "Semi-skilled" and "Skilled." There are also possibilities of promotion for the deserving. The Sitaram Textiles generally follow standing orders issued by the South India Mill Owners' Association for Mill workers. The Alagappa Textiles state that they follow the Textile Mill standard subject to local variations. In the Cochin Harbour Works, standing rules are being framed as per the recent Act of the Government of India. There is also a system of graded promotions as in the Tata Oil Mills Co., Ltd.



### Permanent, Temporary and Casual

Industrial labour is persistently demanding that temporary or casual workers, who have put in a continuous service of six months, should be made permanent. In view of the fact that permanency entitles the workers to enjoy certain privileges which are denied to them otherwise, we feel that this demand merits consideration. Already some employers have accepted this principle and we hope others will follow suit.

The question of permanency raises another important issue. Workers have of late been demanding that no permanent worker should be dismissed, except for misconduct. As stated by the Bihar Labour Enquiry Committee, "discharge as a punishment for misconduct should be clearly distinguished from discharge for want of work or as a result of retrenchment." While no one can find fault with workers in their desire to ensure for themselves security of employment, it will be unreasonable to demand that employers should not discharge employees, except for misconduct. Circumstances beyond the employer's control do often force him to close either one section or the whole factory. In such contingencies, some or most of the employees have to be thrown out of employment if the industry is to survive. This principle has found general acceptance and the Industrial Employment Act does permit such discharges.

The existing practice of classifying employees under "Permanent", "Temporary", and "Casual", is found to vary from concern to concern. As regards the Oil industry, which can be considered a perennial industry, the workers are almost all employed on a permanent footing. In the case of estates, the work is mostly of a seasonal character. Consequently, though the members are on a permanent footing, they get work on an average only for 10 months. Of course, on account of exigencies of work, it may become necessary to draft Casual labour. In the Oil Installations the division of labour is into permanent and casual. In the Textile Mills the workers are classified into either permanent or substitute. Substitutes are trained apprentices, who are given work in place of absentees. In the Anamallais Timber Trust, workers after one year of service are made permanent. In the Cochin Harbour Works the question of placing casual workmen under temporary cadre is under consideration. Many of the establishments have not supplied figures relating to the classification of their workers into permanent, temporary, etc. Classifying the available data into these 3 groups, the percentages are found to be 58·6, 5·7 and 35·7 respectively.

### Indiscipline, Punishment, etc.

Of late, indiscipline, slackness and other offences are stated to be on the increase. Strikes and "Slow down productions" are also becoming more frequent. Probably the unstable conditions consequent on war, the growing consciousness of the workers of their rights and the general desire for improved conditions of living, have all helped to bring about this state of affairs. One of the urgent needs of the day is to get labour away from destructive tendencies and to ensure their fullest co-operation in promoting industrial peace, which is absolutely essential for the general prosperity of the State.

There is always a fear at the back of the worker's mind that he may lose his job either temporarily by suspension or permanently by discharge, because of some offence—real or imaginary. Such a feeling has an adverse effect, not only on his outlook, but on the work turned out by him. It makes him hostile to genuine offers of co-operation, even when conditions do not warrant such an attitude. The first thing that an employer must do, is to make the worker feel, that he is in no such danger. To bring about this frame of mind, adequate opportunities should be given to the worker to explain, defend or disprove the charges levelled against him. The punishment should be meted out to him only if the offence is proved. Serious punishments, such as discharges and dismissals, should not be inflicted by any officer other than the head of the factory. The employees must also be permitted a right of appeal to the Managing Director, if he so desires. Under no circumstances should a worker be punished for his legitimate activities in connection with labour organisations.

Some of the acts or omissions, which are usually treated as misconduct in the factories in general, are given below:—

1. Wilful insubordination.
2. Striking work without giving 14 days' previous written notice.
3. Theft, dishonesty, etc.

4. Taking or receiving bribes.
5. Habitual absence without leave.
6. Drunkenness or riotous behaviour.
7. Habitual neglect of work.
8. Habitual breach of service or other company rules.

### Warning, Fine, Suspension and Dismissal

These are the punishments usually given for misconduct. In other places, reduction of wage rate and grade are also resorted to as forms of punishment, but these are not much in evidence in the factories in the State. As regards suspension, it may either be a substantive punishment or only for an interregnum during which the alleged offence of the worker is being investigated. In either case it deprives the worker of the opportunity of earning wages and should, therefore, be reduced to the barest minimum possible.

Fines are generally imposed for light offences as well as for wilful damage to property. The amounts so collected are earmarked as per provisions of the Payment of Wages Act. In the Tata Oil Mills Co., Ltd., the total amount collected as fine during the period of the last three years comes to Rs. 62. In the Sitaram Textiles, fines are very seldom imposed and total amount collected for the past seven years comes to only Rs 4—15—0. In the Alagappa Textiles the total amount collected is Rs. 209—2—3 and is credited to the Labour Welfare Fund. In the Engineering Works and Timber Mills, no fines are levied. In the P. S. N. Motor Service, conductors are fined for dishonest practice.

### Environment

Adequate sanitary arrangements are said to be provided for in all industrial establishments. Ventilation and other requirements as provided for in the Cochin Factories Act are also observed in all major concerns. There is regular supply of drinking water at the workspot. In many places, cold water—often cooled in suitable earthenware filters—is made available to the worker during hot weather. Cold dilute buttermilk is given by the Sitaram Textiles for about 5 months in the year.

Sufficient number of latrines and urinals are provided for and maintained in a neat condition in all the major industrial concerns. However, in the case of minor concerns, employing smaller numbers of workmen, the position is not so satisfactory. The extension of the Factories Act to such concerns may satisfy a long-felt want.

Some of the factories provide special equipment to workers while at work and take necessary measures to diminish risk to health or bodily injury. In the Tata Oil Mills Co., Ltd., goggles, respirators, rubber or canvas gauntlets, wooden sandals, etc., are issued to workers. Protective guards are also provided for all drives. In the case of Oil Installations, apart from measures provided for in the Factories Act, the petroleum rules issued by the Government of India are also in force. In all concerns, the health and safety measures as required by Factory Rules are reported to be observed.

It has, however, to be stated that the state of affairs as noted above has been gathered from informations supplied by the employers alone. We have to state that very little help to ascertain grievances, if any, in this regard from the workers' point of view has been rendered to us even by the Trade Unions.

### Leave

(a) *Festival Holidays*.—In general, factories allow holidays with pay to their permanent employees on festive occasions. In some institutions, instead of granting leave with pay presents are given to the employees. A detailed statement showing the number and nature of holidays given in the different concerns is given in Appendix VI.

(b) *Other Holidays with Pay*.—The necessity for periodical rest and recuperation cannot be over-emphasised. By enabling the worker to resume his work with enthusiasm and vigour, it promotes efficiency and industrial peace. Some of the factories grant leave with full pay for recuperation; in some others leave is granted on loss of pay. The total number of days thus granted usually range from 10 to 15 days (Vide Appendix VI).

It would appear that there is no standard practice regulating the grant of this important facility to labour. According to the Cochin Factories (Amendment) Act, VIII of 1121 (which came into force on 13th February 1947), every adult worker who has completed a period of 12 months' continuous service in the factory as per section 49 B of the said Act shall be allowed holidays for a period of 10 consecutive days (inclusive of the compensatory holidays due to him) during the subsequent period of 12 months with option to carry over a part of the leave to a further period of 12 months. However, in institutions like the Tata Oil Mills Co., Ltd., where workers were granted 15 days' leave to be availed of in one stretch or in parts, this Act has only restricted their choice.

(c) *Sick Leave*.—Many of the establishments grant sick leave to their employees. The number of days of sick leave granted is usually in proportion to the length of service and varies slightly from one concern to another. Appendix VI gives the details of the number, etc. of leave granted in the various institutions. The Committee feel that all concerns should allow a minimum of seven days' sick leave with pay to their employees. The examples set forth in this regard by the Tata Oil Mills Co., Ltd., and the Oil Installations at Ernakulam may well be followed by all industrial concerns in the State.

### Absenteeism

As a contributory factor to the instability of labour, absenteeism demands special consideration.

The Labour Department, Government of India, have defined "absenteeism rate" as "the total man shifts lost because of absences as a percentage of the total number of man shifts scheduled for work".

Many of the concerns keep no record of absenteeism. It is highly unlikely that even the meagre information submitted by the concerns in the State is based on this definition of absenteeism. Generally speaking, absenteeism is reported to be higher on festive occasions and even attendance bonus to reduce absenteeism has produced no material effect. In the case of the Sitaram Textiles, absenteeism calculated on the total number of permanent employees on the roll comes up to 10 per cent. In the Anamalais Timber Trust, since many of the employees are small-scale cultivators, the percentage of absenteeism is higher during harvest times, but full details are not available. The Oil Installations keep leave and absence registers, but no figures have been supplied. In the case of the Tata Oil Mills Co., Ltd., figures for absenteeism maintained work out to 9.0 per cent in 1119 (1944-45), 8.0 per cent in 1120 (1945-46) and 8.5 per cent in 1121 (1946-47).

The causes of absenteeism in our country are numerous. There is high correlation between the figures for absenteeism and that for holidays given to the worker. Fatigue, sickness and accidents are usually advanced as the main reasons for absence from duty. The low vitality of our people and bad housing conditions also make them easy victims of diseases.

The analysis of causes of absenteeism of their workmen made by the Tata Oil Mills Co., Ltd. for the year 1945-46 has shown that 28 per cent is on account of sickness, 27 per cent on account of sickness of relatives, 12 per cent for social or religious causes and the rest 33 per cent for sundry purposes like litigation, family affairs, etc. It is likely that the reasons given for absence are not genuine and that idleness, lack of a feeling of responsibility, etc., may also be partly responsible for the high percentage of absenteeism.

By depriving them of their wages for the day, absenteeism brings a direct loss to the employee. Discipline and efficiency are both vitally affected, bringing in their wake even greater loss to the employer. It is, therefore, in the interests of all concerned to keep absenteeism figures to the bare minimum.

One of the ways of reducing absenteeism is perhaps by making the worker more and more interested in his work. By the setting up of Works Committees and other bodies with labour representatives, it must be possible to do something in this direction.

### Apprentices

Factories requiring a high standard of technical skill can hardly do without a regular system of apprenticeship. As in the case of regular workmen, there must be adequate rules governing the recruitment of apprentices. Here also the relations of employees with long service deserve preference. The minimum qualification required for each type of apprentice will also have to

be fixed to ensure general efficiency. It is advisable to make provision for the payment of some small allowance during the period of training, so that apprenticeship may not become the monopoly of the well-to-do.

The Tata Oil Mills Co., Ltd., generally take apprentices for training in their Mechanical and Electrical Departments. Their employment is being governed by definite service rules. The South Indian Engineering Works also provide for the employment of apprentices.

### Promotion

Like recruitment, the way in which promotions are to be effected should also be the subject-matter of well-defined rules. Other things being equal, there must be a special emphasis on seniority and efficiency.

### Labour Turnover

The stability of the labour force is highly essential for industrial efficiency. But due to a variety of causes, it is not possible to attain any high standard of stability in our country. The problem of the instability of labour is "one of the maladjustments of our industrial life, wasteful and destructive of the potential man-power of the nation and a serious obstacle to the complete utilisation of the country's resources".

The Rege Committee have defined labour turnover as the rate of change in the working staff of a concern during a definite period. In other words, it measures the extent to which old employees leave and new employees enter the service of an industrial organisation in a given period.

To some extent, the infusion of new blood into a concern may have a salutary effect. Nevertheless, the disadvantages are so numerous that for the healthy working of any concern, it has to be reduced to a bare minimum.

The chief difficulty in tackling this problem is the absence of reliable data. On scrutinising the returns, it is found that many of the concerns have not given any figures of labour turnover. Probably, many of them are not keeping any statistics regarding such matters. In the case of estates, since their work is mostly seasonal, the position is slightly different. The figures of the number of workmen retrenched, dismissed, etc., given by a few major concerns are shown separately in Appendix VII.

As suggested by the Textile Labour Enquiry Committee (Bombay), the chief causes for labour turnover are resignation and dismissal. Resignations may be due to dissatisfaction with working conditions, bad health, old age, family circumstances, etc. Inefficiency and misconduct are usually the reasons for dismissal.

Besides the above, there are other factors beyond the control of either the employer or workmen, necessitating discharge of workmen. The normal activities of any industry depend on a variety of factors of this type. As these factors affect the production and flow of work, it often becomes necessary to restrict or increase the output of commodities or services. In other words, the vicissitudes of the commercial market make frequent retrenchment or enlistment of labour unavoidable.

Some of the above can well be remedied. Improvements in the methods of recruitment and of working conditions suggested by us under appropriate sub-heads may be of much help in controlling the problem. Appropriate machinery for redress of workmen's grievances will also do much to improve matters.

The Committee feel that propaganda directed against men leaving a concern on the off-chance of picking up employment will also have some effect. Improvement in labour conditions and an increasing sense of loyalty will also produce good results.

## CHAPTER V

### HOUSING

#### Home—A Unit of Social Life

A house should be not merely a place of residence but also a centre of social life, a place of all those diverse activities and associations, which normally go to make up the concept of a "Home".

### Difficulties of Industrial Workers

In the matter of housing accommodation, industrial workers are under a peculiar disadvantage. With inadequate facilities for transport they are constrained to reside very near the factory. This naturally leads to overcrowding, with all its attendant evils.

#### Requirements per head

Experts have ascertained that a worker requires 3,000 c. ft. of fresh air for which 100 sq. ft. of house room is essential. The average floor space per worker is not even half this optimum; in places like Bombay, it is only one-fourth. Unfortunately this situation bad in itself is gradually getting worse. The number of houses in Cochin State is not increasing as fast as the number of people. The number of persons per house which was 5·8 in 1931 has risen upto 5·9 in 1941. The conditions in Cochin State are not so hopeless as in the chawls of Bombay, but in places like Mattancheri the position is definitely bad. The description of working class dwellings in this area given in the Working Class Budget Enquiry Report shows that immediate steps have to be taken in hand.

#### Own versus rented houses

Many of the industrial workers in the State reside in their own houses. As per the Budget Enquiry Report (1939), 88·51 per cent of the workers are living in their own houses in Ernakulam, the corresponding figures for Trichur Town in Mofussil being 59·24 and 83·70 respectively. A comparative statement extracted from the above Report showing the percentage of workers in each locality, classified according to the rents paid, is given below.—

Monthly rent actually paid by the family	Ernakulam	Trichur (Town)	Trichur (Mofussil)
Nil	88·51	59·24	83·70
0—1	0·77	9·78	11·41
1—2	2·68	18·49	3·80
2—3	2·68	11·41	1·09
3—4	2·30	0·54	..
4—5	1·53	0·54	..
5—6	1·15	..	..
6 and above	0·38	..	..
	100·00	100·00	100·00

As regards housing conditions of workers in the various concerns, the Tata Oil Mills Co., Ltd., have stated that only about 20 per cent of their men live in rented houses. About 20 per cent of the workers in the Sitaram Textiles have their own houses, 50 per cent live in suburbs in houses erected on leased grounds and the rest in rented houses. All estates provide free housing accommodation for their resident employees, though not quite satisfactorily. The Standard Furniture Company and the Alagappa Textiles provide accommodation for those coming from distant places. But the Textile Workers' Union complain that there is shortage of housing accommodation. In Ernakulam and suburbs also the position is not satisfactory. With Cochin fast developing into a flourishing port, the population both permanent and floating has registered an unprecedented rise; this in turn finds reflection in the growing shortage of housing accommodation. The index numbers as published by Government do not take cognisance of the increase in the cost of living on this score. This may probably be due to the fact that the majority do not pay any rent, living as they do in their own cottages.

#### Distance of Houses from Workspot

Generally speaking, workmen live within a radius of one to five miles from the workspot. All employees of the Tata Oil Mills Co., Ltd., live within a distance of five miles from the factory. About 15 per cent come by boats and others on foot. In the Textile Mills all the workers live within walking distances. Since the estates have free housing accommodation, the question

of transport does not arise and the few casual labourers engaged are all from nearby places. None of the concerns are providing at present any transport facilities to their staff.

### **Responsibility for providing housing accommodation**

Many of the concerns have stated that it is the responsibility of the worker to find suitable accommodation for himself. However, it is doubtful whether if left to himself he will be able to do much in the matter. It is also highly doubtful whether even co-operative organisations of workers will be able to make much headway without outside help.

The Dhanalakshmi Corporation suggests that a Public Utility Concern with Government subsidies should be evolved to provide adequate accommodation for all citizens. They say that a house of 12' x 20' should be the minimum for an average working class family. The Tata Oil Mills Co. Ltd., have suggested that both Government and Municipality should be made responsible for making provision for adequate housing accommodation. The Textile group also agrees with this view. The Sitaram Textiles suggest that the employer also should bear a part of the burden with Government and the Municipality concerned. A standard working class house, according to them, should consist of two living rooms, a kitchen, verandahs in front and at the back, with a latrine nearby. The minimum, according to the Cochin Harbour Works, is a two room tenement with a floor area of about 300 sq. ft. The estates are of the opinion that housing accommodation should be provided for by the management, which in fact is being done by them.

Proper housing accommodation being the essential pre-requisite of public health is a subject of prime importance to the State. In these days when the State is extending its sway over many of the activities of the ordinary citizen, it is only in the fitness of things that the State should take up this responsibility as well. The local authorities and also the employers ought to bear equal responsibility in providing hygienic housing facilities for workers in their jurisdiction.

## **CHAPTER VI**

### **WELFARE WORK**

#### **Scope and Aims**

Welfare arrangements for labour play a considerable part in the organised establishments of our day. Many of them are good not as solutions of fundamental problems but as mitigations of existing evil. Whether considered as human beings or as mere productive agents, the labourers are entitled to these amenities.

#### **Subsidised Canteens**

A canteen in the precincts of a factory, where wholesome food or refreshment is available at moderate rates, is a prime necessity. Among the Oil Mills, the Tata Oil Mills Co., Ltd., alone run a canteen. The working hours are between 6 a.m. and 8 p.m. Tea is sold at one anna per cup and snacks like vadai, dosai, etc., at six pies per piece. In the noon a meal-plate consisting of 4 oz. chappathies and vegetable curries is sold at 2 annas per plate. Daily, on an average, 200 people (10 per cent of employees) take the midday meal and 800 (40 per cent) light refreshments from the canteen. The Tata Oil Mills Co., Ltd., tried to associate workers by initiating Advisory Committees, but the efforts fell through on account of insufficient response. The food is supplied at reduced rates, the resulting loss being borne by the Company.

The Sitaram and Alagappa Textiles also run canteens in their respective factories. In the Sitaram Textiles, besides boiled rice and sambar, curd also is served. In the Alagappa Textiles, food-packets were formerly issued, but the practice had to be stopped on account of rice scarcity. Other articles are also sold at slightly lower prices than actual cost and the rates are put up on the notice board. The items are issued against tokens and deductions made from wages. Workers have no hand in the management. Those canteens are supervised by the Indian Tea Market Expansion Board and Food Department officials. A canteen is also attached to the Anamallais Timber Trust. The company sustaining a loss of Rs. 100 to Rs. 150 per month on account of its running.

In the Cochin Harbour Works, there is a canteen run on a co-operative basis. Tea is sold at one anna per cup and the cost of other light refreshments ranges from six pies to one anna.

The Harbour Works provide Kanji to their workers at nine pies per head (at 50 per cent of cost) and the Standard Furniture Company at six pies per head.

### Reading Room, Sports, etc.

In the Tata Oil Mills Co., Ltd., there is a separate Welfare Department under a Labour Welfare Officer. The Welfare Institute provides indoor games like Table Tennis, Carroms, Chess, Card games, etc., and outdoor games like Foot-ball, Badminton, Volley Ball and Basket Ball. There is a Gymnasium, Reading Room and Library. Annual sports are conducted on the Founder's Day and prizes awarded to the successful competitors and teams. These activities instil a desire for reading and sports among the younger members of the employees though the workmen in general do not seem to appreciate these welfare facilities.

### Medical Aid

The importance of adequate facilities for medical aid in any scheme of Labour Welfare requires no special emphasis. All the bigger factories have given serious consideration to this question. In the Tata Oil Mills Co., Ltd., the following facilities are provided.—

- (1) Allopathic Department under a full-time Medical Officer giving medical aid to the employees and relatives.
- (2) Ayurvedic Department in charge of an Ayurvedic Physician to treat employees and to a limited extent their direct dependants.
- (3) Dental Clinic under a Dentist, principally for the benefit of the employees.

The Company also provides for the services of a Health Visitor and a Midwife. No charges are levied for medical aid. In cases of serious or prolonged illness, the patient is arranged to be taken to the General Hospital and well cared for, nourishing food, injections, costly medicines, etc., being provided at the Company's expense. The Ernakulam Mills and the Dhanalakshmi Corporation provide arrangements for first aid to their workmen. The Alagappa Textiles have a well-equipped hospital with a separate in-patient ward. A maternity ward with a crèche is nearing completion. The Sitaram Textiles propose to build a hospital. The accident cases in the Mills are now treated by the company doctor and for cases which require to be taken to the hospital all incidental charges are met with by the Mills. The Anamalais Timber Trust have a full-time compounder and arrangements are made with the local hospital for taking in sickness and accident cases, the company meeting all expenses. The Standard Furniture Company have made arrangements with a local medical practitioner to attend to the medical needs of their employees. In the Cochin Harbour Works there is a well-equipped dispensary. A nurse is also appointed to attend to workers. The South Indian Engineering Works send their workers to the Government Hospital or to their physician and meet the expenses of medical aid. Both the Burmah Shell Company and the Standard Vacuum Oil Company maintain dispensaries for giving free medical aid to the employees and also their dependants. In special cases, the workers are directed to the General Hospital and the expenses are met by the Company. The estates have got small dispensaries with compounders and visiting medical officers. In the Chandramalai, a few beds are also provided. In all places, free medical aid is given.

In the Tata Oil Mills Co., Ltd., there is periodical medical examination for all employees. The recent medical examination showed that the health of the workers was generally good. In the Cochin Harbour Works, workers are examined at the time of confirmation. In the estates, resident employees are examined at the time of recruitment.

There are no occupational diseases among the employees of industrial concerns in the State. In the estates, malaria is a common disease. During the time of epidemics, the State undertakes vaccination and inoculation of workmen. The factories also co-operate with the Government in their endeavours. Chandramalai Estate takes anti-malarial measures, such as spraying insecticides in dwelling-houses, etc.

### Lunch and Rest House

The Tata Oil Mills Co., Ltd., have an Employees' Lunch House and rest house with separate accommodation for women. The Burmah-Shell Company have a separate building for rest and recreation, with a Library attached. In the Chandramalai Estate and South Indian Engineering Works, separate accommodation is given for employees. In most of the other cases, since the workers live very near the factory, the necessity for separate accommodation is reported

not to have been felt and so no provision has been made. The number of employees on the rolls of most of those concerns is also comparatively small. The Committee feel that there is considerable scope for improvement in this direction and that the Factory Inspectorate should have a special eye with respect to this.

### Literacy

No far-reaching improvements in the economic condition of workers can be achieved, unless their minds are trained and developed. Only 14·6 per cent of those over the age of 5 are literate in India; the corresponding figure for Cochin State as per the last census being 41·0 per cent. Though our position vis-a-vis British India is not bad, we cannot afford to rest content on our oars.

No statistics are available regarding literacy among workers. Among the employees of the Tata Oil Mills Co., Ltd., 91 per cent are literate, which compares favourably with the all-Cochin figure of 41 per cent. In the Burmah-Shell Company, all the workers are literate.

None of the concerns in general have made any arrangements for the education of adult workers. Some time back, the Tata Oil Mills Co., Ltd., were conducting Hindi classes which had to be given up on account of rapidly diminishing response.

### Indebtedness

The Tata Oil Mills Co., Ltd., have a Co-operative Society to cater to the financial requirements of workers. It is managed by workers themselves though the Company hold some shares and help in the collection of dues. The Burmah-Shell Company give interest-free loans to workers in special cases. The Sitaram Mills are also advancing loans to the labourers, especially on Onam and other festive occasions.

The Budget Enquiry relating to industrial labour in 1939 at Ernakulam has disclosed that the average income and expenditure of a working class family are respectively Rs. 32-1-5 and Rs. 34-3-6. The main wage-earner brings 54·68 per cent and the other adult members 25·01 per cent of the gross income. The corresponding figures for Trichur Town are 54·24 and 24·43. The obvious way in which the worker can balance his budget is by pressing into service the opportunities afforded by cottage industries. The worker's family should be given encouragement to supplement its income by taking to spinning, poultry-farming, cow-keeping, etc. already the Tata Oil Mills Co., Ltd., have taken a lead in the matter by granting charkas to employees. About Rs. 5,500 have been spent for purchasing and distributing cows to employees. The response to these measures was not very discouraging.

It will thus be seen that some of the major concerns are giving attention to the welfare of their employees. However, some of the labour unions appear to be under the impression that the amounts spent on labour welfare are only for propaganda purposes. They often criticise them as being unsuited to local conditions. In their opinion, the amount spent on these can better be distributed in cash to the workers.

At present, as stated above, there is some apprehension in the minds of employees that welfare measures mean reduction in their wages. Probably, the apathy shown by labour to such measures is due to this. Until such time as monetary wages reach a minimum standard, the workmen do not favour any direct or indirect contribution to these welfare measures. The Committee feel that it is highly necessary to allay the misgivings of the workmen in this behalf and thereby enlist their active co-operation in these activities.

### The Factories Act

The extension of the Cochin Factories Act to unregulated establishments which do not come under its sway has been a long-felt want. We are glad that this question is already engaging the attention of the Government. In order to enforce successfully such legislation, it is necessary to appoint a sufficient number of inspectors of the right type. Though the Factories Act and Rules provide for all necessary safety measures, sanitary arrangements and such other amenities, the Committee feel that much more care than is at present bestowed in this regard should be taken to see that the provisions are really carried out. The Factory Inspection staff may have to be increased and stern measures taken for non-compliance with the provisions of the Act. It will be well if the training facilities given by the Government of India to the Factory Inspectors are taken advantage of.



### Workmen's Compensation Act

The concerns are generally satisfied with the provisions of this Act. The workers are quite aware of their rights under the Act and get adequate compensation. According to Section 4 (D) of the Act, the first payment for temporary disablement will be on the 16th day after the expiry of a waiting period of seven days from the date of disablement. As suggested by the Tata Oil Mills Co., Ltd., it is for the period immediately following the accident that a labourer should be in possession of funds so that prompt measures may be taken to minimise the effects of an injury. This is specially necessary in small establishments where no adequate medical relief is available on the spot. It, therefore, appears necessary to make suitable provision in the Act for immediate payment of a portion of the allowance. In the opinion of the Committee, it may also be advisable to investigate the possibility of reducing the waiting period of 7 days. In the Tata Oil Mills Co., Ltd., the waiting period has been completely eliminated and half-monthly payments cover the entire period from the date of accident.

There is some complaint about the delay in getting payment from the Court of the Commissioner for Workmen's Compensation. This is inevitable so long as there is only one officer for the whole State. The Tata Oil Mills Co., Ltd., have suggested that it will be advantageous if there is a separate Commissioner for the Ernakulam area, with a permanent office at Ernakulam. The Committee would suggest that, if possible, the District Judge of Anjikaimal may be invested with necessary powers.

As regards extension of schedules II and III, none of the factories have given any suggestions.

*The Cochin Maternity Benefit Act*, as very recently amended brings up the amount of Maternity Benefit from 3 annas to 8 annas per day. Even this 8 annas is not sufficient for a woman worker in her particular condition. The Tata Oil Mills Co., Ltd., now pay a sum of Rs. 1/4/0 on the basis of her wage and dearness allowance. According to the committee, a reasonable increase in the statutory provision of 8 annas per day seems highly necessary.

### Security Measures

The question 'which of the numerous security measures, such as Health Insurance, Unemployment Insurance, etc., is of paramount importance to the worker' is indeed difficult to answer. However, considering the disposition of the labour force, nature of work, location, financial stability etc., of each industry, it may be possible to make some choice from this group.

In questions like this, the opinion of the workers, for whom these provisions are meant, also deserves equal consideration. Inasmuch as the cost of such security measures will be partly thrown by industrial establishments on their saleable products, the opinion of the General consumer is also entitled to attention.

The main bottle-neck in any scheme of social security is "finance". The organised industries in the State are not in a position to finance such measures. Even in a rich country like England, security measures are built up on the basis of contributory insurance. That means the worker also contributes his mite towards these measures. In a poor country like India, they will have to a great extent be financed by the State. It is not possible for the Cochin State to plough a lonely furrow in this field; the problem has to be tackled on an All-India basis. The economic function of these social services is to redistribute a further portion of our national wealth in the form of social services. Without an earnest attempt to increase our national wealth, it is not possible to tackle this problem successfully. With the increase in national income, purchasing power of the people can more equitably be distributed by legislation and adequate security measures brought into effect. In this context the question of industrialisation as the best means to increase national wealth assumes special significance.

Another difficulty in the way of introducing these measures is fluctuating and casual nature of labour in the State. Many of the measures like Sickness Insurance, Provident Fund, etc., are possible only for regular workers in an industry. The returns have shown that the percentage of permanent workers in organised establishments is only about 59%.

This matter is already under the consideration of the Government of India and their "Workmen's State Insurance Bill" provides for certain benefits in the event of sickness, maternity and employment injury to workmen in certain cases. It will be time for this Government also to enact similar measures when this Bill become an Act in India.

## CHAPTER VII

### LABOUR'S DEMAND FOR A SHARE IN THE MANAGEMENT AND PROFITS OF INDUSTRY

#### Share in Management

One of the means of promoting industrial peace is to allow workers a share in the management of the industry.

Some of the labour unions have stated that the participation of workers in the management is possible and necessary. But none of the industries seem to be agreeable to this course. Probably the present temper of organised labour and their activities have made them sceptic. Nevertheless, the problem merits close consideration.

Management of industry has, of late, become a complicated job. It demands expert knowledge of many things. With the present level of education of the workers, it is doubtful whether labour can throw up suitable men for the job. The disgruntled agitator must get transformed into the well-informed administrator. And even if this is possible, it necessarily takes time.

Meanwhile, in matters directly concerning labour, the co-operation of workers should be enlisted. The Works Committees envisaged in the Bombay Industrial Relations Bill take cognisance of this fact. These Committees consisting of representatives of both employer and employed, are entrusted with the task of maintaining industrial peace. Certainly, these Committees can canalise the rising tide of class-consciousness into constructive channels. And by so doing they can prevent organised labour from hampering industrial progress.

#### Profit-Sharing

Another method of promoting harmony in industry is the sharing of profits with employees. It is certainly a device for binding together the employer and employed in one industry. Trade Unionism effects a horizontal division between the employer and employed. Profit-sharing attempts a correlation of interests. Here the employer and employed work together for the welfare of a compact group. Theoretically, the two can work in harmony; but in practice they are often found to be antagonistic.

In the ordinary profit-sharing schemes after paying interest on capital, wages, etc., the balance is divided between the shareholders and employees. The share of the worker is different in different concerns. In some concerns the same dividend is paid on wages as on the shares of the Company. Often the amount may not be paid in cash, but credited to the worker's account. In the U. S. A., especially this device is used to enable employees to become shareholders in the corporations which employ them.

Profit-sharing has, of late, lost much of its appeal. The large majority of employers are not disposed to hand over profits unless they get something in return. The advantageous need not wholly be pecuniary. Freedom from labour troubles and strikes also is of great advantage to management. Pecuniary gain may come through greater efficiency of workers, who have now a share in the business. In establishments where close supervision is not possible, the need of such incentive is obvious.

Nevertheless the scheme has its defects. Modern business is hedged in by uncertainties. The workers may do their best, but the profits may be wiped out either by an adverse turn of the tide or by inefficient management. A succession of lean years may cripple the enthusiasm of many workers for sustained effort. The standardisation of technical operations has meanwhile made more efficient supervision possible. This in turn may partially obviate the necessity of providing incentives like profit-sharing for workmen.

Further, Trade Unions, especially in the West, look upon this scheme as a means to entice labour from their fold. Nevertheless in a few institutions, this scheme, it is said, is even now working satisfactorily.

The payment of bonus may be considered as a scheme of profit sharing. In this form it is popular among the organised establishments in the State. The labour unions are now demanding bonuses. Both the Tata Oil Mills Co., Ltd., and the Sitaram Mills have paid bonus equivalent to 3 months' wages to their employees during the last 3 years. The Oil Installations are paying bonus equivalent to one month's wages. The estates, in general, are not averse to

the scheme of giving workers a share of the profits earned. Both the South Indian Engineering Works and the Victory Chemicals support this idea. The Cochin Harbour Works, being a non-commercial concern, the question of associating workers in profit-sharing does not arise.

One of the salient features of the draft bill for fixing minimum wages in the State is the provision of bonus to be given to workers. However, as the bill is now being referred to a Select Committee, no comments are offered.

The best method of making the employees feel that they are intimately connected with the concern and that their prosperity depends on the prosperity of the concern, will be to make them also to some extent co-owners of the concern. One possible way to do this, in the opinion of the Committee, is to persuade the employer to reserve a certain number of shares of the concern for distribution among his workmen with special conditions as to resale. The employees also should be persuaded to forego a part of their bonus for the purchase of these shares. How far the workers would like this idea and whether they will be able, in the present circumstances, to forego a part even of the cash payment of the bonus and to have shares instead and how far the employer will be able to accept this idea are matters requiring closer scrutiny. If this can be achieved under any circumstances, the Committee feel that that will be the best guarantee for the lasting co-operation between the employer and the employed to the mutual advantage of all concerned.

## CHAPTER VIII TRADE UNIONS

### Growth of Trade Unions

Side by side with the growth of industries in the State, numerous Workers' Unions have also sprung up. In view of the high level of education in the State, this was only to be expected. The Cochin Trade Union Act, III of 1112, gave legal recognition to such bodies. The economic consequences of war quickened the pace of this movement. As a movement for uplifting the labour class and bettering their bargaining conditions, the Trade Union movement deserves sympathy and support.

The Trade Unions of the State in some cases are organised on an industry basis. Clause 6 (e) of the Act demand "admission of ordinary members who shall be persons actually engaged or employed in an industry with which the Trade Union is connected". Consequently, the system of "closed shop" which often tends to enforce monopoly is not in evidence in the State.

### Trade Unions in the different industrial establishments

The Tata Oil Mills Workers' Union was started in 1939. The Oil Installations have their own Union, started in 1940. The Industrial concerns in the Textile and Engineering groups also have their own respective organisations. As regards Timber Mills, there is no definite information, but it is learnt that there is a union. No trade union of estate workers has yet been organised.\* (Appendix VIII).

It will be seen from Appendix VIII that except in the case of Cochin Harbour Works, there are no factories having more than one union. They prefer a single union as it will be easier to deal with. The Tata Oil Mills Co., Ltd., have stated that they are in favour of a single Trade Union for their factory comprising all their workers, though different departments of the factory carry on different industries. The Oil Installations agree with this view. In the present stage of industrial progress, they think Factory Union is preferable to Craft Union. The estates also favour a single union.

Many of the concerns are not against making recognition of labour unions compulsory, provided certain preliminary conditions are satisfied. The factories in the Oil Installation group want the union to represent the majority of employees and the conditions of recognition to be negotiated and agreed to between both parties. The Alagappa Textiles have stated that recognition should be on well defined and well understood principles. They want the Union to adopt a helpful and co-operative attitude and to be run on healthy lines. The Cochin Trade Unions Act (Amendment) Bill which is now pending consideration by the Legislative Council will, when passed into law, make recognition of representative trade unions compulsory.

\*It is understood that Trade Unions have since been formed for the estate workers also.

None of the establishments have placed any restrictions on workers joining any Trade Union and participating in its activities, though allegations to the contrary have been heard. The Alagappa Textiles, however, suggest that only workers should be allowed to join Trade Unions and that clerks and supervisory staff being part of the management should not be allowed to do so.

### Labour Strikes

With the increasing tempo of labour agitation, the number of labour complaints in the State is steadily mounting up. According to the Administration Report of the Labour Department, Government of Cochin, 153 complaints in all were received in 1121, of which 114 were disposed of during the year. The number of trade disputes during the year was 54, of which 34 were settled by the Labour Department, 8 by local men and 2 by voluntary conciliation. Of the remaining 10, 8 were referred to conciliation boards under the Cochin Trade Disputes Act and the rest to adjudication.

The same report gives the total number of strikes during the year as 11, of which two were illegal. In 4 of these, labourers were completely successful, in 3 others they got only partial success. The remaining 4 are still pending before the Conciliation Board. There were also two cases of lock-outs, both of which were illegal.

Analysing the returns in regard to strikes since 1939, we find that only the Tata Oil Mills Co., Ltd., and the Cochin Harbour have given any figure. The Amballur Textile Workers' Union have referred to four strikes in the Mills since 1939, but this has not been corroborated by the Alagappa Textiles. The Beedi Workers' Union have stated that they had to strike work for a period of two months to get an increase in their wages, but further particulars have not been given. The relevant details gleaned from the numerous returns are given in Appendix IX.

### Facilities for workers to represent their grievances

All facilities are said to be given to the workers to approach the management, either direct or through their Union, to represent their grievances. In the Burmah-Shell Company, a monthly meeting is held between the Union officials and the Installation Manager to discuss matters of common interest and settle outstanding points of dispute. In the Tile factories and Estates, there is direct personal representation. In the Sitaram Mills, individual cases are settled by the Management; for dealing with other cases, conciliation boards have been appointed.

No Union has furnished any information relating to the financial position, welfare activities etc., undertaken by them.

### Trade Unions and Industrial Peace

Coming to "industrial peace", many of the concerns have stated that with the advent of Trade Unions, the relationship between employer and employee has suffered a set-back. Both Sitaram and Alagappa Textiles have remarked that instead of helping, the Trade Unions actually hinder the growth of mutual trust and understanding. Only the Standard Vacuum Oil Company have stated that after the advent of their labour union, they have noticed no deterioration in their relationships with labour. The Cochin Harbour Works assert that the present union leadership has not helped to maintain cordial relations.

According to some of the employers, the workers especially the younger generation are showing a defiant attitude. There is a general tendency to demand higher wages without any desire to improve efficiency. The impact of war gave a keen edge to their wants. The Union leaders seem to encourage this unhelpful attitude. Even the welfare activities undertaken by industries are misrepresented as propaganda stunts. Being not conversant with the technical aspects and therefore with the practical difficulties facing industrial concerns, the present day leadership is not capable of giving any constructive suggestions or help in labour disputes.

On the other hand, the workers seem to think that most of the troubles are due to the managements' often taking an unsympathetic—if not hostile—and unhelpful attitude towards the labour unions. Some employers often seem to dislike the very idea of the workers organising themselves into unions and thereby assuming a bargaining power with the management. There have been cases of the managements even refusing to negotiate with the union leaders with consequent unpleasantness and strained relationship.

As already adverted to in an earlier portion of this report, with the passing of the necessary amendments in the Trade Union Act providing for compulsory recognition of the unions, much of the troubles will, we hope, be obviated.

With the growing complexity of industrial problems, the need for well-informed and full-time labour leadership has become more pressing. Unfortunately the present leadership leaves much to be desired. The allegation that labour is being exploited for selfish and political ends does not seem to be unfounded. However, considering that the Trade Union movement in the State is comparatively of recent growth, the existing shortcomings, we feel, need not be taken as chronic. With greater experience in their spheres of work, we can well expect organised labour to play its legitimate role in the industrial activities of the State. While care should be taken to see that workers are weaned away from unscrupulous agitators, it is also necessary to ensure that no impediment is placed in the way of the growth of healthy Trade Union movement by the managements. It is also necessary to inculcate a feeling of good-will on the part of both the management and the workers, and the fear complex, apparently still existing in some quarters that the interest of the workers and of the concern are necessarily conflicting, should completely be eliminated.

The Committee will also welcome the development in favour of occupational unions rather than one union to look after the interests of all the trades in one factory.

## CHAPTER IX

### Machinery for the Settlement of Labour Disputes

In many of the concerns, there are some 'ad hoc' arrangements for bringing together the employer and the employed, for mutual discussion and settlement of labour problems. By personal discussion and elucidation, much of the misunderstandings can be eliminated. In the Burmah-Shell Company, the Manager and Union officials meet once a month to discuss matters of mutual interest. In the Standard-Vacuum Oil Company, both workers and Union officials have ready access to the Manager to settle disputes or grievances. The Tata Oil Mills Co., Ltd., also have arranged for regular monthly meetings between the Management and the Union.

With regard to the settlement of disputes through arbitration, the estates are in favour of doing it through conciliation boards. The South Indian Engineering Works are in favour of appointing Conciliation Boards, for each type of industry. The Harbour authorities feel that the arbitrators should be judicial officers of high rank with some knowledge of the industry concerned. They also require statutory provision of adequate penalties for non-compliance with the Board's decision. The Anamallais Timber Trust suggest that the Labour Commissioner or some such officer be appointed as arbitrator and that his decision be made binding and enforceable on both the parties.

The Alagappa Textiles disapprove external interference to settle internal differences. Such differences should, in their opinion, be settled between the Management and Labour. According to them, outside interference will only aggravate matters and if it has to be availed of, it must be at the request of both parties and the decision of the third party should be accepted by both.

The Timber Mill industry wants Conciliation Boards for individual industries, not for firms. The Tata Oil Mills Co., Ltd., also are of this opinion. The existence of such boards for each establishment is likely to induce the employees to move that machinery even for trivial reasons. If constituted on the basis of a separate one for each industry, the Board will gain valuable experience in different organisations carrying on the same kind of industry and will have wide scope for useful work. The Committee agree with this view.

As regards the other provisions of the existing Trade Disputes Act, the consensus of opinion among the industrial concerns is that they are adequate. The Cochin Industrial Disputes Bill, modelled on the Indian Industrial Disputes Act of 1947, is now before the Legislative Council. The proceedings institutable under the Cochin Trade Disputes Act for the settlement of an industrial dispute either by reference to a board of arbitration or to a court of enquiry are in this Bill made conclusive and binding on both parties to the dispute. Conciliation is made compulsory in all public utility concerns, and strikes and lockouts during the pendency of conciliation and adjudication proceedings made illegal. The Committee feel that the Bill when it becomes law will be of great help in promoting industrial peace in the State.

## Labour Legislation in General

Regarding Labour Legislation in general, the Committee are of opinion that the Cochin State should fall in with the statutes enacted and amendments effected from time to time in the other parts of the Indian Union. In view of the geographical situation of Cochin, the smallness of its area and the industrial backwardness, it is essential that it should neither lag behind nor be very much in advance of such legislation elsewhere. If it lags behind, it will adversely affect labour and if it is considerably in advance, the capital for industrial purposes which is already shy will not be forthcoming, thus prejudicing all future developments.

## CHAPTER X CONCLUSION

In this Chapter the Committee propose to outline and summarise their main conclusions and suggestions. The data made available to the Committee can in no sense be considered as adequate or comprehensive and it follows that most of the conclusions had to be based on first principles, a priori reasonings and a careful analysis of the meagre information available. The main recommendations of the Committee are summarised below.—

### Recruitment

To minimise the possibilities of complaint, the Manager of the concern or his immediate assistant alone should select workmen and this should be done only after giving due notice and wide publicity. Where there are labour unions, a copy of such notice should be sent to them also.

The Committee feel that the giving of preference to the relations of the deceased or retired workmen or workmen with long service, will be in the interests of both the employer and employees. Such preferences when given, should not exceed a fixed percentage of the total recruitment and should be confined to specific relations, viz. son, daughter or widow of an employee.

It would be advantageous if Employment Exchange on the model of the present Labour Exchanges for ex-servicemen are opened; to start with at Ernakulam, Trichur and Chalakkudy. All employers who have more than 100 workmen on their rolls may be asked to pay a contribution for meeting the expenses involved in the maintenance of these exchanges.

### Contract Labour

Since contract labour for certain types of work is found necessary, the Committee feel that only those who have taken out a licence from Government, should be allowed to work as contractors. Rules similar to "Model Rules and Fair Wages Clause" in the P. W. D. contracts recently incorporated by the Government should be made applicable for all contract works.

### Minimum Wages

In spite of great difficulties in the way of fixing minimum wages by legislation, the Committee feel that some step should be taken in this direction. On a balance of considerations, we feel that there is every justification for taking the number of dependants per person gainfully employed as 4—worker, wife and 2 children or 3 consumption units. Basing their calculations on the cost of living index, we feel that the gross monthly earnings (inclusive of dearness and other allowances) for a workman to maintain himself and his family in August 1946 should be not below Rs. 46 in Ernakulam and Rs. 37 in Trichur, the respective cost of Living Index numbers in those two places being at that time 299 and 289.

### Equal Pay for Men and Women

As far as the wage rates between men and women are concerned, the Committee are of the opinion that the wage rate should be the same for both, though care must be taken to see that women are posted to such jobs as are best suited for them.

### Standardisation of Wages

Side by side with the Minimum Wage legislation, it will be helpful if an attempt is made to standardise the existing wage levels in the different industries. A suitable grade system providing for regular increments must be designed to accommodate the different operatives.

### Trade Boards

A Board consisting of an equal number of employers' and workmen's representatives with 2 or 5 independent members, presided over by a high Government official will be a suitable machinery for the fixation of minimum wages. Different Boards for different industries are also desirable.

### Provident Fund

Contributory Provident Fund system should be made compulsory for all industrial establishments. It will also be advantageous to have a scheme by which the amount standing to the credit of an employee in the Provident Fund account may be regularly adjusted towards payment of premia for a life assurance policy so that even if he dies in harness, his relatives may get the full amount assured and not the bare sum standing to his credit at the time of his death. The Government may well start a Life Assurance Scheme and the above work will in itself to a very large extent assure the success of such a scheme.

### Night Shift Work

Night shift work is indispensable in factories where there is continuous processing. In order to minimise the effects of night shift work, a weekly change of personnel is advisable.

### Service Conditions

It is highly essential that the Cochin Industrial Employment Standing Orders Act be extended to small concerns also, so that workmen employed in these institutions may be entitled to the same privileges enjoyed by their brethren in bigger establishments.

### Permanency

Industrial workmen who have put in a continuous service of six months should be made permanent, so that the privileges enjoyed by permanent employees may be available to them also.

### Sick Leave

The Committee feel that all concerns should allow a minimum of 7 days of sick leave with pay to their employees.

### Absenteeism

With a view to make the worker more interested in his work, it is suggested that works committees and other similar bodies with labour representative may be set up. This, the Committee feel, will be helpful not only to promote industrial peace but also to reduce the incidence of absenteeism.

### Apprentices

In the matter of selection of apprentices, the relations of employees with long service must be given due preference. The minimum qualification required for each type of apprentice will also have to be fixed to ensure general efficiency. Some small allowance must be paid to those apprentices during the period of training so that apprenticeship may not become the monopoly of the well-to-do.

### Promotion

There must be definite rules regarding promotions with special emphasis on efficiency and seniority.

### Housing

The housing accommodation in the State, especially in urban areas, is not adequate. Being the essential prerequisite of public health, the problem is of prime importance to the State. Involving as it does heavy capital outlay, the State—assisted by the local authorities and the employers concerned—will, we feel, be able to tackle the problem successfully.

### Lunch and Rest House

The Committee feel that there is considerable scope for improvement in this direction and that the factory inspectors should have a special eye in respect of this amenity.

### Welfare Work

Even though welfare schemes are in operation in some of the bigger industrial concerns, the employees are, generally, speaking apathetic towards them. We feel that this attitude may be on account of the apprehension in the minds of workmen that welfare measures mean reduction in wages. Steps must be taken to remove this misgiving and enlist the active support of employees for these measures.

### Supplementary source of income

The workers' family may be given every encouragement to supplement its income by taking to cottage industries like spinning, poultry-farming, cow-keeping, etc.

### Factories Act

The extension of the Factories Act to smaller concerns (unregulated factories) is highly necessary. As regards the provisions of the existing Act, the Committee feel that more vigorous measures must be taken to enforce them. The Factory Inspection Staff may have to be increased, preferably by the appointment of a few with technical qualifications, and stern measures taken for non-compliance with the provisions of the Act. It will be well if the training facilities given by the Government of India to the factory inspectors are taken advantage of.

### Workmen's Compensation Act

As the disabled employee will be in great need of funds in the period immediately following the accident, it is necessary to make suitable provision in the Act for immediate payment of a portion of the allowance due to him. It is also necessary to investigate the possibility of reducing the waiting period of 7 days now provided for in the Act during which the workman does not get any remuneration.

To meet complaints of delay regarding payment, it is suggested that a separate Commissioner—at least for the Ernakulam area—preferably the District Judge of Anjikaimal—be appointed with necessary powers.

### Cochin Maternity Benefit Act

A reasonable increase in the statutory provision of 8 annas per day to the woman worker is highly necessary.

### Labour's Share in the Management and Profits of Industry

The Committee feel that the best method of fostering good relationship between management and labour is by making the workmen to some extent co-owners of the concern which employs them. A suggestion with this end in view has been made in the body of the report and the Committee feel that the prospects for the same should be explored.

### Trade Unions

The Committee feel that the present relationship between the employer and workmen cannot be considered as quite satisfactory and that steps must be taken to inculcate a feeling of good-will in both the parties. Whilst care should be taken to see that workmen are not exploited for selfish and political ends by their leaders, it is also necessary to ensure that no impediment is placed in the way of healthy trade union movement by the management.

The Committee would also welcome the development in favour of occupational unions rather than one union to look after the interests of all the trades in one factory.

### Labour Legislation

As already stated in the introductory chapter, after the appointment of this Committee many amendments have been made in the labour laws in the State bringing them in line with those in other parts of the Indian Union. Many other legislative measures on the model of those in the other parts of the Indian Union are now on the anvil. These provisions coupled with the recommendations given above will, we hope, be capable of giving labour adequate protection besides ensuring their economic stability and social well-being. We are also of the view that in the matter of Labour legislation this State should neither lag behind nor be very much in advance of similar legislation in the Dominion of India.



The importance of industrialisation as the best means of increasing the country's resources, has now been admitted by all schools of thought. As regards the Cochin State, there is no dearth either of raw materials or of labour for initiating further schemes of industrialisation. With a deep-sea port giving first class facilities for transport, the prospects before the State must be considered very bright, provided a comprehensive scheme of industrial development is evolved by the State. The necessity of having a contented labour force co-operating with the management for placing Cochin on the industrial map of the Indian Union is, therefore, obvious. The problems of industrial labour have been reviewed, with this high ideal in view and the recommendations are made after considering all aspects of the question. In the wake of our newly won independence, let us hope that all parties will apply themselves to the tasks ahead with renewed vigour and thus help to achieve industrial progress and economic prosperity for the State.

B. V. K. Menon (Sd.)  
 K. P. Rau (Sd.)  
 M. K. Raja (Sd.)  
 P. K. Dewar (Sd.)

We deem it our duty to acknowledge the great help we have received from our colleague Mr. K. P. Rau in the preparation of this report. He has most cheerfully borne the brunt of this work in addition to placing at our disposal his experience as the manager of the biggest concern in the State.

B. V. K. Menon (Sd.)  
 M. K. Raja (Sd.)  
 P. K. Dewar (Sd.)

9. In addition to the basic wage, what allowances, either as cash or in kind are paid? Give full details stating which of them are temporary and which are permanent.

10. Are the wages of your Operatives calculated on daily, weekly, fortnightly or monthly basis? Please state the extent to which it is feasible to convert daily, weekly or fortnightly rated Operatives to monthly rated ones. How would such conversion affect the wages bill and the efficiency and stability of your labour force?

11. (a) What is the system of wage payment adopted by your establishment—daily, weekly, fortnightly or monthly? Do you think any change necessary? If so, why?

(b) Please specify the number of days elapsing between the end of the wage period and the date of payment.

(c) Are wages paid during working hours? If not, what are your difficulties?

12. (a) In the same department and occupation and for the same type of work, do different rates of wages exist?

(b) Are you in favour of women being paid the same wages as men for similar work? If not, give your reasons.

13. (a) How do wages paid by your contractors compare with those paid by you for similar work in your establishment?

(b) Is there any control by you to see that the contractor does not exploit his workers?

14. In the case of overtime work, state your views on the question of paying overtime on the daily basis instead of the weekly basis.

15. (a) How do you define a living wage standard?

(b) What should be the composition of a standard family in reference to which the living wage standard should be fixed?

(c) What provision should be made for—

(i) Food

(ii) Housing

(iii) Clothing

(iv) Fuel and Lighting

16. Indicate what provision you would make for the following:—

(i) Interest on repayment of debt

(ii) Social and ceremonial expenditure

(iii) Education of children

(iv) Expenditure on Medical Relief

(v) Amusement and Recreation

(vi) Transport

(vii) Holidays

(viii) Insurance

17. Should these provisions differ from centre to centre? If so, to what extent?

18. Are you in favour of fixing a minimum wage? If so, on what principle should the minimum wage be fixed?

19. In fixing the minimum wage, would you consider—

(i) the capacity of a particular industry to pay this wage;

(ii) relation to wages in other industries?

20. What machinery would you suggest for fixing the minimum wage?

21. What would be the effect of fixing the minimum wage on—

(i) total employment

(ii) employment in particular occupations in the industry?

22. What measures do you suggest to prevent the minimum wage from becoming the maximum?

### III. Leave

23. Do you give any festival holidays to workers with pay? If so, please give details.
24. Are you giving any annual leave for recuperation? If so, for what period and under what conditions? If you have any rules, please supply a copy.
25. Do you grant leave during illness and if so, for what period and under what conditions?
26. Do you grant any other kind of leave? If so, on what conditions?

### IV. Working Hours

27. (a) What are the hours of work? How many shifts do you work in your factory? Please specify exact hours of work and rest intervals for different shifts for each class of labour.
- (b) Are you in favour of reducing working hours and if so, to what extent?
28. What have been the effects of restrictions of working hours as enforced by the Factory Act on—
- (i) the efficiency of the worker, and
- (ii) production?
29. (a) Are you working night shifts or spread-over shifts in normal times?
- (b) What are the effects of such work on—
- (i) the health of the workers, and
- (ii) quality and quantity of production?
- (c) Are different rates paid for night work and work on Sundays and other holidays?
- (d) Are you in favour of paying for such work higher wages than those paid for day-shift work?
- (e) Are you in favour of shorter hours of work for night shift than for the day shift?
- (f) Do you think that the night shift and the spread-over system should be abolished altogether?

### V. Rationalisation

30. (a) Have you made any attempts to improve the efficiency and earnings of the workers in your establishment? Please give details.
- (b) What, in your opinion, is the effect of such a scheme on—
- (i) Growth and development of the Industry
- (ii) Employment
- (iii) Wage rates
- (iv) Earnings
- (v) Production
- (vi) Working conditions, especially strain and fatigue?
- (c) In what proportions should the saving resulting from such a scheme be passed on to workers?
- (d) What steps have been taken or should be taken to mitigate the effects of the immediate unemployment caused by such efficiency schemes?

### VI. Conditions of Employment

31. Have you any Service Rules? If so, please supply a copy or copies if you have different rules for different classes of workers.
32. Is there any provision for training of apprentices? If so, please state the conditions of apprenticeship.
33. Do you maintain Service cards for your workers? If so, please send a specimen copy.
34. Is there any system of graded promotion in your factory? If so, give details.

35. Do you provide special equipment to your workers while at work or take special measures to diminish risk to health or bodily injury?

36. Do you maintain figures of absenteeism? If so, on what basis is the absenteeism calculated? Supply figures of absenteeism for the past 3 years (M. E.). Discuss various causes of absenteeism and remedies necessary for its reduction.

37. (a) What is the procedure followed by you in dealing with cases of indiscipline, slackness of work or any other offence. What opportunity, if any, is given to a worker to meet any charge before he is punished? State the various kinds of punishments and the nature of offence for each.

(b) State the number of workers punished under various heads for the past 3 years.

38. (a) Do you impose fines as a disciplinary measure?

(b) How is your Fine Fund administered and utilised? Please state the specific items and the account of the money spent on each and also the outstanding balance as on 1st Edavam 1121 (15th May 1946).

39. Is there any scheme in operation regarding—

(i) Payment of gratuity

(ii) Provident Fund

(iii) Pension?

If so, please give details of the schemes and their working.

40. Please supply your Balance Sheets and Profit and Loss Accounts for the past 5 years.

## (B)

THE EXTENT TO WHICH THE MANAGERS OF INDUSTRIAL ESTABLISHMENTS CONCERN THEMSELVES WITH THE PROVISIONS OF SUITABLE LIVING CONDITIONS FOR THEIR EMPLOYEES AND THE PROVISION AT THE WORK-SPOT OF SUCH AMENITIES AS VENTILATION, SANITATION, DRINKING WATER, CANTEEN, ETC.

### I. Housing

41. Is there adequate housing accommodation for the total number of workers in your area?

42. How many workers are living in their own houses and how many, in rented houses?

43. How far are the workmen's quarters situated from their places of work? Is any conveyance provided for the workers to and fro? What are the charges, if any, for this?

44. Who, in your opinion, should be responsible for provision of housing—Government, Employers, Municipalities or workers themselves organised, on co-operative lines, or any combination of them?

45. Have you any special views on the provision of houses for industrial workers and on the question of financing such a project?

46. What is the minimum amount of housing accommodation which a worker, in your opinion, should have?

### II. Health

47. (a) What are the medical facilities you have provided for your workers?

(b) Is there any special arrangement for treatment of women and children?

(c) Do you consider the provisions adequate and satisfactory?

(d) What are the charges, if any, for treatment and medicine in hospitals or dispensaries provided by you?

48. (a) Is there any system of periodical medical examination of workers?

(b) What are the chief diseases and causes of mortality of workers? Mention specially the occupational diseases.

49. Are special measures required for combating any epidemic or industrial diseases prevalent in your area?
60. Are sanitary arrangements for latrines and urinals at work-places sufficient?
51. Is there sufficient ventilation in your factory or work-spot?
52. State the arrangements made for the supply of drinking water in work-places in your factory. Is cold water available during the hot season?
53. Have you made any provision for sickness relief to your workers? Give necessary details and state what practical difficulties have been found in carrying it out.
54. Is separate accommodation provided for the use of workers—men and women—for food and rest?

### III. Welfare Work

55. (a) Are you running a canteen? If so, please supply information as regards—
- (i) its working
  - (ii) kind and cost of food provided
  - (iii) percentage of workers who benefit by it
  - (iv) its degree of popularity
- (b) Is the food supplied at cost or at reduced rates? Give details.
- (c) Has the employee any voice in the running of the canteen?
56. Describe the nature and extent of welfare work amongst workers done in your establishment under the following heads.—
- (a) *Creches*.—Number of children provided for, the supervisory staff employed and their qualifications. What attempts have been made to popularise the creche among women workers?
  - (b) *Entertainment*.—Cinema shows, radio sets, etc.
  - (c) *Recreation*.—Indoor and outdoor sports and games.
  - (d) Medical attendance in establishment as well as houses of workers, provision of maternity and child welfare, etc.
  - (e) Washing, bathing and other facilities.
57. What are the effects of such welfare work on the worker, on his attendance at the factory, on his habits and standard of life and on his industrial efficiency?
58. Have you welfare officers to look after the welfare of the employees?

### IV. Literacy

59. Have you any statistical information about literacy among industrial workers? If so, please supply details.
60. (a) What remedies have been devised by you or workers themselves for relief, prevention and reduction of indebtedness? How far have they been successful? What further remedies would you suggest?
- (b) What are the facilities available for.—
- (i) education of workers' children
  - (ii) education of adult workers
- and (iii) industrial and vocational training? What are the practical results achieved therefrom?

### (C)

### THE EXTENT TO WHICH LABOUR IS GIVEN ANY SHARE IN THE DIRECTION, MANAGEMENT, OR PROFITS OF THE BUSINESS

61. Do you consider it feasible or desirable to give the workers a share in

- (i) direction
  - (ii) management
  - (iii) profits
- of Industrial concerns ? If so, to what extent ?

## (D)

THE MANNER IN WHICH TRADE UNIONS ARE AT PRESENT ORGANISED,  
AND WHETHER THEIR ORGANISATION IS SUSCEPTIBLE  
OF IMPROVEMENT !

62. (a) Have you a Trade Union among your workers ? If so, when was it established ?  
(b) Is it registered ? If so, since when ?
63. Is it recognised by you ? If so, since when ?
64. If there is more than one Trade Union, please state which one is recognised by you and your reasons for doing so.
65. Has recognition been withdrawn in any case from a Trade Union ? If so, when and why ?
66. Is there any objection to make recognition of Trade Unions compulsory ?
67. (a) Is the Trade Union part of a bigger organisation ?  
(b) To what organisation is it affiliated if at all ?
68. Are you in favour of a single Trade Union comprising all your workers ? If so, give reasons.
69. What is the number of members of the Trade Union and proportion of the members to the total number of workers in your factory ?
70. Are any restrictions placed on workers joining a Trade Union and carrying on its activity and on Office-bearers and active members of the Union ?
71. What is the number of strikes in which the workers employed by you have been involved since 1939 ?
72. (a) How long did each strike last ?  
(b) What were the grievances of the workers put forward in case of each strike ?  
(c) How was the strike settled ?  
(d) What were the terms of settlement ?  
(e) How were workers supported during the period of strike ?
73. Please give a rough estimate of loss to the workers and your factory resulting from the strike.
74. What are the facilities provided to the workers for representation and investigation of grievances ?
75. What welfare activities are undertaken by the Union of your workers and what is its financial position as disclosed by the balance sheets for the past 3 years ? Please supply the balance sheets for the past 3 years.
76. Has the formation of a Trade Union in your area helped or hindered peaceful relations between the employers and employees ?
77. Do you think that the Trade Unions Act requires any improvement ? If so what ?

## (E)

WHETHER THE MACHINERY FOR THE SETTLEMENT OF LABOUR  
DISPUTES NEEDS ANY IMPROVEMENT

78. Is there any permanent joint machinery in your establishment for the settlement of differences or disputes ? If so, state its character and give the record of its work. If not, describe the practical difficulties which have been experienced by you in dealing with the situation through an *ad hoc* authority.

79. Are you in favour of disputes not settled by the parties being referred to arbitration? If so, what should be the composition, procedure and power of the arbitral authority? What sanction would you suggest for enforcing its award?

80. Do you think that the provisions of the Trade Disputes Act are adequate? If not, please suggest improvements.

81. Are you in favour of appointment of conciliation officers or Boards? If so, should they be for individual firms or industries?

## (F)

**OTHER COGNATE MATTERS WHICH IN THE OPINION OF THE COMMITTEE SHOULD BE BROUGHT TO THE NOTICE OF THE GOVERNMENT**

82. (a) Draw the attention of the Committee to any provisions of the Factories Act which you have sufficient reasons to believe, are being evaded or violated. Suggest remedies.

(b) What improvements, if any, would you suggest?

83. State the nature and extent of evils that exist in establishments which are not subject to the Factories Act. Would you advocate the extension of any part or the whole of the Act to such establishments or would you prefer the enactment of a separate measure to deal with them? Can any such legislative measure be successfully enforced?

84. If you are not satisfied with the present working of the Payment of Wages Act, what improvement in the Act, or Rules or in the administrative machinery would you suggest?

85. (a) Are you satisfied with the working of the Workmen's Compensation Act? If not, please state how it can be improved.

(b) Are you in favour of extending Schedules II and III?

86. What difficulties are experienced by different types of workers in the State, in securing compensation? Is part payment made before the claim is finally settled? Are they aware of their own right under the Workmen's Compensation Act? If not, are any steps being taken to educate them in this regard?

87. (a) What procedure is followed by you for

(i) reporting accidents occurring in your factory;

(ii) payment of compensation when it is due?

(b) Are there any complaints on the part of Operatives regarding delays in payment of compensations?

88. What improvements, if any, in the Maternity Benefit Act, would you suggest?

89. Which of the various security measures, such as health insurance, unemployment insurance, invalidity pensions, old age pensions, widows and orphan pensions, industrial life insurance, maternity insurance, etc., do you consider of paramount importance in the case of workers? Which of them need prior attention?

90. What special difficulties do you foresee in the way of the introduction of social security measures for workers in the State? How would you overcome those difficulties with special regard to finance?

**APPENDIX II**

**List of persons and establishments to whom copies of the questionnaire were sent. Those who have responded are marked with an asterisk.**

**REGISTERED FACTORIES IN THE STATE**

1. \*The South Indian Engineering works Ltd., Palluruthy.
2. Faizullabbey Mulla Mohammed Ali Oil Mills, Palluruthy.
3. Kassum Ayobs Oil Mills, Palluruthy, Cochin.
4. Loviero and Sons Coir Factory, Palluruthy, Cochin Temporarily closed.
5. Madura & Co., Coir Factory, Palluruthy

6. \*Kalpaka Oil Mills, Ltd., Palluruthy
7. P. E. Serao & Sons Coir Factory, Mattancheri
8. Brunton and Company, Engineers, Ltd., Cochin
9. T. Standed and Co's Machine Works, Vypeen Cochin
10. \*The Ernakulam Mills, Perumanur, Ernakulam
11. \*Burmah Shell Oil Storage & Distribution Co., of India Ltd., Ernakulam
12. \*Standard Vacuum Oil Company Ltd., Ernakulam
13. \*The Lata Oil Mills, Co., Ltd., Tatapuram, Ernakulam
14. Adoor Industrials Co., Ltd., Adoor
15. \*Muringoor Tile Works, Chalakudy
16. The Cochin Potteries, Chalakudy
17. Sree Murugan Tile Works, Manaly, Pudukad
18. Siva Kami Tile Works, Manaly, Pudukkad
19. \*Kallianam Tile Factory, Manaly, Pudukkad
20. Swacsi Tile Works, Manaly, Pudukkad
21. National Tile and Clay Works, Pudukkad
22. Sree Krishna Tile Works, Manaly, Pudukkad
23. \*South Indian Industrials, Ltd., Pudukkad
24. St. George's Tile Works, Pudukkad
25. K. A. Francis Tile Works, Pannamkulam, Oorakam
26. Kattur Oil Mills, Kattur
27. \*The Union Tile Factory, Karuvannur, Irinjalakuda
28. Morning Star Tile Factory, Panamkuttichira, Ollur
29. Sree Ramachandra Industrials, Ollur
30. St. Josephs Rice Mills, Ollur
31. Little Flower Rice Mills, Ollur
32. St. Antony's Rice Mills, Ollur
33. The St. Xavier Rice and Oil Mills, Ollur
34. St. John's Tile Works, Marathakara, Ollur
35. St. Joseph Tile Works, Marathakara, Ollur
36. St. Mary's Tile Works, Marathakara, Ollur
37. Infant Jesus Tile Works, Marathakara, Ollur
38. S. H. Tile Works, Marathakara, Ollur
39. Holy Family Tile works, Marathakara, Ollur
40. St. Raphael's Tile Works, Marathakara, Ollur
41. Devivilasam Tile Factory, Marathakara, Ollur
42. St. Joseph Union Tile Factory, Marathakara, Ollur
43. Traders Union Rice Mills, Kurkancheri, Trichur
44. Kokkalai Rice & Oil Mills, Trichur
45. R. M. Rice Mills, Kokkalai, Trichur
46. Guruvijaya Rice Mills, Trichur
47. C. M. Rice Mills, Erinjery Angady, Trichur
48. \*St. John Rice Mills, Kokkalai, Trichur
49. Veliyannur Rice Mills, Trichur
50. St. Thomas Mills and Engineering Works, Ltd., Trichur
51. The Commercial Rice Mills, Kokkalai, Trichur
52. Timber Saw Mills, and Nanchar Rice Mills, Trichur
53. Mar Barsoma Rice and Oil Mills, Trichur
54. V. M. Rice Mills, Chelakottukara, Trichur
55. P. K. Sankaranarayana Iyer's Rice Mills, Poothole, Trichur
56. Mookan's Rice Mills, Poothole, Trichur
57. Mani Rice and Oil Mills, Poothole, Trichur
58. Sree Ramachandra Rice Mills, Poothole, Trichur
59. \*Sita Ram Spinning and Weaving Mills, Ltd., Trichur
60. A. D. Devassy's Tile Works, Peringauoo, Trichur
61. St. Mary's Tile Factory, Viyoor, Trichur
62. Mar Augustine Tile Works, Viyoor, Trichur
63. Vijaypuram Rice Mills, Viyoor, Trichur
64. Kerala Tile Works, Cherur, Trichur
65. Kolazhi Rice Mills, Kolazhi, Trichur



66. Tile & Brick Works Kandassankadavu
67. Rice and Oil Mills, Kandassankadavu
68. Ebenezer Tile Works, Vettikadava, Kunnankulam
69. \*St. George's Rice and Oil Mills, Kottappuram, Cranganur
70. Sree Sitaram Rice and Flour Mills, Chittur
71. Vallanghi Rice Mills, Vallanghi, Nemmara
72. \*Herbert Saw Mills, Chalakudi,
73. The Cochin Textile Ltd., Amballur Pudukad
74. \*Harbour Workshops, Willingdon Island, Cochin
75. Sree Krishna Rice Mills, Viyoor, Trichur
76. Sree Vilas Match Factory, Nemmara
77. Vypeen, Oil Mills, Vypeen, Cochin
78. Swadesi Union Rice Mills, Thalor, Pudukad
79. Perumanur Saw Mills, Ravipuram Road, Ernakulam
80. Sree Me enakshi Rice Mills, and Tile Factory, Chittur
81. Palappilly Rubber Factory, Palappilly
82. Pudukad Estate Rubber Factory, Palappilly
83. \*Kundai Rubber Factory, Palappilly
84. The Cochin Rubber Co., Vellanikara, Trichur
85. Malakiparai Estate Amalgamated Tea Factory, Hardypert P. O, Via. Pollachi
86. Manalaroo Tea Factory, Nelliampathies Via, Nemmara
87. \*St. Thomas Oil Mills, Azhikode, Cranganur
88. The Popular Rice and Oil Mills, Irinjalakuda
89. The Cochin Power Industrials Ltd., Mukkattukara, Trichur
90. The West Coast Electroplating Co, Ltd., Chittur Road, Ernakulam
91. Holy Family Rice Mill, Pudukad
92. Machaganapathi Rice Mills, Vallangi, Nemmara
93. \*The Standard Furniture Company (Branch) Chalakudi
94. The Chakkolai's Cochin Tilery Muringoor, Chalakudi
95. Cochin State Motors Ltd., Banerji Road, Ernakulam
96. \*Ananthalakshmi Industrials, Lalithapuram, Marathakkara, Ollur
97. The Dhanalakshmi Corporation Oil Mills, Palluruthy, Cochin
98. „ Poopalli Oil Mills, Ernakulam
99. (Stortex) The Straw Board Mills, Thevara, Ernakulam
100. K. P. Lonappan Sons Rice and Oil Mills, Irinjalakuda
101. The Nemmara Match Co. (Pothandi Village, Chittur Taluk) Nemmara
102. \* „ Alagappa Textile (Cochin) Ltd., Amballur, Pudukad
103. Mps Raja Tile Factory Ltd., Panamkulam (Karupadam, Karuvannur, Trunk Rd.)
104. \*Cochin Walla Oil Mills, (Mill No.1) C/o Haji Ebrahim Cassim Cochin Walla Mattancheri, Cochin
105. \*Cochin Walla Oil Mills, (Mill No. 2) C/o Haji Erbahim Cassim, Cochin Walla, Mattancheri, Cochin
106. E. K. Poullose and Son (Tile Factory) Pudukad
107. P. St. Mary's Tile Factory, Vynthala, Mala
108. The India Trades & Agencies, Kochangady Road, Mattancheri
109. Thaliyath Rice Mill, Irinjalakuda
110. K. J. Lazar and Bros. Rice and Oil Mills, Irinjalakuda
111. The Kuttur Fertiliser Factory, Kuttur Via. Trichur
112. \* „ Victory Chemical and Pharamachutical Works, Ltd., Chalakudi
113. „ Cochin Hoseries, Trichur

#### Registered Trade Unions, in the State

1. Tata Oil Mills Workers' Union, Ernakulam
2. The Mineral Oil Factory Workers' Union, Ernakulam
3. „ Cochin Harbour Port Workers' Union, Perumanoor, Ernakulam
4. Madura Company Federated Workers' Union, Leela Vilas, Chittur Road, Ernakulam
5. The West Coast Electroplating Co, Workers' Union, Chittur Road, Pachalam, Ernakulam

6. Narakkal Nayarambalam Beedi Thozhilali Union, Menacheri Buildings, Narakkal
7. The Ferry Transport Service Workers' Union, Near Boat Jetty, Mattancheri, Cochin
8. Sitaram Textile Workers' Union, Punkunnam, Trichur
9. \*The Government Salt Depot Workers' Union, Malipuram, Elamkunnappuzha

### Major Handloom Weaving Establishments

1. Cherur Co-operative Society, Cherpu
2. Anthikad Co-operative Society Ltd., Ernamakkal
3. Sree Ramajayam Industrials, Triprayar
4. Kandassankadavu Co-operative Society, Ltd., Kandassankadavu
5. Lakshmi Industrials, Trichur, Trichur
6. The Trichur Industrials, Ltd., Trichur
7. Krishna Motors Stores, Trichur
8. Princess' Emporium General Stores, Trichur
9. Sreerama Krishna Asramam, Co-operative Society, Ltd., Vilangans, Trichur
10. The Enterprice, Ltd., the Round South, Trichur
11. „ Indian Textile Products, Round South, Trichur
12. Kizhakkumpattukara Weaving Factory, Ltd., Kizhakkumpattukara
13. Abraham Furniture Mart, Round West, Trichur
14. Sree Rama Chandra Textiles, Trichur
15. Sasivasana Vyavasayam, Paravthipadam, Chembukavu, Trichur
16. Handloom Factory, Naval Mehta, Trichur
17. Co-operative Marketting Society, Trichur
18. General Textiles, Triumaramkodam, Trichur
19. \*Abraham Weaving Establishment, Trichur
20. National Textiles, Shornur Road, Trichur
21. Sudambika Weavers' Co-operative Society, Ltd., Kuthampilli
22. Eravathodi Weavers' Co-operative Society, Eravathody, Thiruvilwamala
23. Desamangalam Co-operative Society, Desamangalam
24. Kizhakkumbhagam Co-operative Society, Ltd.
25. M. P. Co-operative Society, Ltd., Choondal, Koonammoochi
26. B. L. Appavu Chettiar and others Weaving Establishment, Thiruvilwamala
27. K. V. Kunjan Chettiaa and Sons, Weaving Factory, Thiruvilwamala
28. \*S. S. Rangaswami Chettiar and Sons, Weaving Factory, Thiruvilwamala
29. K. V. Nanjan Chettiar and Sons, Handloom Factory, Kuthampilli
30. Sree Shunmugam Saree Mart, Kuthampilli
31. Kundur Grama Kshema Co-operative Society, Kuzhur
32. R. V. Industrials, Muringoor
33. R. R. Co-operative Society, Ltd., Thalore
34. Andavan Stores, Chittur
35. K. V. M. Industrials, Nemmara
36. Vadakkathara Kadamadi Weavers' Co-operative Society, Chittur
37. Aravinda Industrials, Manakodammuri, Chennamangalam
38. Little Flower Industries, Thevara
39. The League Industries, Chennamangalam
40. St. Antony's Paraspara Sahaya Stores, Ltd., Maradu
41. Sree Shanmuga Industries, Chennamangalam
42. Sree Narayana Vilasam Weaving Factory, Thekkemalipuram
43. The Cochin Pioneer Industries, Chennamangalam
44. A. C. Kasi Rama Ayyar, Weaving Factory, Tripunittura
45. O. I. Ramankutti, Weaving Factory, Manakodammuri, Manakodammuri, Chennamangalam
46. The Cochin Charities, Trippunittura
47. Brindaban Industries, Chowwara
48. Rajendra Weaving Works, Poonittura, Maradu
49. A. K. Kumaran, Weaving Factory, Kumbalangi
50. The Cranganur Industries, Cranganur
51. Nataraja Weaving Works, Trippunittura
52. Leela Industries, Chennamangalam

53. Alliance, Industries, Trippunittura
54. Weaving Factory of T. S. Krishna Shenoy, Trippunittura
55. Tho Chennamangalam Textiles, Paliathu, Chennamangalam
56. Menon Industries, Chennamangalam
57. Sreekrishna Textiles, Chennamangalam
58. P. V. M. Stores, East Fort Gate, Trippunittura
59. Chennamangalam Industries, Chennamangalam
60. The Cranganur Pattaria Weaving Industrial Co-operative Society, Ltd., Cranganur
61. Vellarapilli Co-operative Society, Kanjoor
62. Kumbalam Grameena Weaving Co-operative, Society, Kumbalam
63. St. Mary's Industries, Chathedam, Gothuruthi
64. The Kerala Weaving Industries, East Fort, Trippunittura
65. Weaving Factory of K. Gothavarma Raja, Cranganur

### Printing Presses in Cochin State

1. Genesh Press, I/736, Mattancheri
2. Goseri Scout Printing Services, Gosri Niketan Buildings North Cheralai, Cochin
3. Janaki Printing Press, Karuvelipadi near Government Hospital, Palluruthi
4. Pearl Press, T. D. Road, Cochin
5. Poor Relief Printing Service, R. R. P. S. Buildings, Ward III, Cochin
6. National Printing Works, III/694, Jew Road, Cochin
7. Forward Press, II/744, 745, 746, Mattancheri
8. The Nauka Press, New Road, Cochin
9. „ Jairam Printing Works, II/65, Mattancheri
10. „ Jos Printing Works, XV/39, Mattancheri
11. „ Patel Press, Thopumpadi, Cochin
12. „ Little Flower Press, Palluruthi
13. „ Sahodaran Press, XVIII/355, Perumanoor, Ernakulam
14. „ St. Joseph's Industrial School Press, Ernakulam
15. „ Little Flower Press, Thevara, Ernakulam
16. „ Mar Luis Memorial Press, Broadway, Ernakulam
17. „ Sanathana Dharma Printing and Publishing Co., VII/283, Perumanoor, Ernakulam
18. „ St. Francis De' Sales Press, III/208, Kovilvattam, Ernakulam
19. Vidyavodini Press, IV/128, Karuthala, Ernakulam
20. The Viswanatha Press, Broadway, Ernakulam
21. „ Dharma Kahalam Press, III/50, Broadway Ernakulam
22. „ Norman Printing Works, VIII/351, Ernakulam
23. „ Deepam Press, Ernakulam
24. „ Sree Krishna Press, II/345, Puthangadi, Trippunittura
25. „ Union Press, Nadama Village, Trippunittura
26. „ Raja Printing House, Nadama Village, Trippunittura
27. R. V. Press, Chennamangalam
28. The Balavijayam Press, Cherai, Ayyampilli
29. „ National Press, Branch, Ernakulam
30. „ Sathiaprakasani Press, Branch Ernakulam
31. Queenie Printing Service, Jew Town, Cochin
32. The Popular Printing Works, Lokamaleswaram, Cranganur
33. „ Nizamia Press, House No. 1030, Methala, Cranganur
34. „ National Press, Sringapuram, Cranganur
35. Sarada Press, Kottapuram, Cranganur
36. The Little Flower Press, Market Road Irinjalakkuda
37. „ Kerala Deepam Press, Market Road, Irinjalakkuda
38. „ Vijaya Printing and Publishing House, IX/128, Irinjalakkuda
39. „ Diamond Press, Main Road, Irinjalakkuda
40. „ National Press, V/3, Irinjalakkuda
41. „ Public Welfare Press, Kattoor
42. „ Malabar Printing Works, Chalakkudi
43. „ Sathyaprakasini Press, Chalakkudi

44. The Suvaryha Press, Market, Irinjalkkudi
45. „ Bharatha Vilasom Press, High Road, Trichur
46. „ Guru Vilasam Press IV/1099, Trichur
47. „ Kerala Chintamany Press III/388, Trichur
48. „ Kshemodyam Welfare Press VII/848, Trichur
49. „ Mangalodayam Press, Mangalodayam Buildings, Round, Trichur
50. „ Mar Nasai Press III/1048, Trichur
51. „ Sujanabhooshanam Press, VIII/292, High Road, Trichur
52. „ Bhashabhi Varchini Printing Works VI/1643, Trichur
53. „ Pompei St. Mary's Orphanage Press, East Fort Road, Trichur
54. „ Vidyavinodini Press, (V. Sundra Ayyar & Sons) Viswanatha Buildings, Trichur
55. „ Vijayamani Printing Works IX/254 Pazhayamadakavu, Trichur
56. Saraswathi, (Electric) Printing Works, Round West, Trichur
57. The Asan Press, The Round, South Trichur
58. „ Sree Krishna Press (K. Krishna Ayyar & Sons.) The Round, West Trichur
59. „ City Press, South Indian Bank Building, Round, Trichur
60. „ Allied Printers, New Church Road, Trichur
61. „ Viswabharathi Press Round West, Trichur
62. „ B. V. Book Depot and Printing Works Round West, Trichur
63. „ St. Joseph's Press House No. 1376, Kanjany
64. „ Joseph's Industrial School Press Elthuruthy Via., Trichur
65. „ Vivekadnanda Press, Mannadiar, Lane Trichur
66. „ Jenma Booni Press, Trichur (Kurupam Road)
67. Star Printing Works, Kattur
68. Scholar Printing Works, Trichur
69. George Printing Works, Kandasankadavu
70. The Radhakrishna Press & Book Depot, Vadakkancheri
71. „ Arunodayam Press, Vadakkancheri
72. „ Akshara Patana Prakasika Press, Kunnankulam (A.R.P. Press)
73. „ Bharatha Bhooshanam Press Puthanpetta, Kunnankulam
74. „ Panchangam Press, Parayil Bazar, Kunnankulam
75. „ Mar Dionasius Memorial Press Mencheri Bazar, Kunnankulam
76. „ Malayala Shobhini Press, Northern Bazar, Kunnankulam
77. V. K. Press (The Vijnana Kalpaka Dhurman Press) Parayil Bazar, Kunnankulam
78. The Suvartha Press, Kunnankulam
79. „ Vijaya Vilasini Press, Chelakara
80. M. D. M. Press South Bazar, Kunnankulam
81. The Arunodayam Press, Vadakkancheri
82. \*The Sandasatheesen Press, Chittur
83. „ Sree Kamakshi Printing Press, Thumpara Mannam, Chittur
84. The Sitaram Electric Printing Works; Chittur

#### Plantation in the State

1. \*Kerala Calicut Rubber Estate Ltd., Palappilli P. O.
2. \*Cochin Malabar Estate Ltd., Palappilli P. O.
3. \*Mooply Valley Rubber Estate Ltd., Palappilli
4. \*Kundai Estate, Palappilli
5. Cochin Rubber Co., (Vellanikkara), Trichur
6. Vaniampara Rubber Co., Trichur
7. Malakkipara Tea Estate, Travancore
8. Perumpara Estate, Pollachi
9. The Miraflores Estate Nellampathi
10. Shernelly Estate, Nemmare
11. \*Upper Pothupara, Aleppy
12. \*Manalaroo, Aleppey
13. Karadimala, Aleppey
14. Lily, Aleppy
15. Thuthampara Coffee Estate, Ernakulam
16. \*Chandra Malai Estate, Ernakulam

17. Kottangadi Estate, Ernakulam
18. Kumblacode, Ernakulam
19. Alexandria, Ernakulam
20. Beatrice, Ernakulam
21. Victoria, Ernakulam
22. Monkwood, Ernakulam
23. Pothunda
24. Karapara
25. Chinnagovinda Mala
26. Tar Lodge
27. \*Valiapara Estate
28. Thottakad Estate, Nemmara

### I. Unregistered Industrial Establishment

#### (a) Oil Mills

1. St. Joseph's Rice and Oil Mills Kanjani, Via Trichur
2. J. M. J. Rice and Oil Mills, Trippunittura
3. The West Coast Industrials, Puthenpeedika Via, Trichur
4. United Rice and Oil Mills, Mala

#### (b) Cashewnut Factorics.

1. \*The Cochin Cashews, Poyya, Mala
2. „ Indian Cashewnuts and Plantations Ltd., Trichur
3. „ Malabar Cashewnuts and Plantations Ltd., Chembottil lane, Trichur
4. A. C. Chummar and Sons, Cashew Factory, Kuttanellur, Via Trichur
5. Sunrise Cashews, Ltd., Irinjalakkuda

#### (c) Tile Factorics

1. Manjali Chakkappan's Tile Works, Manali, Pudukad
2. \*Chettupuzha Antony's Tile Works Manali, Pudukad
3. \*Oottoli Raman's Tile Works, Manali, Pudukad
4. Velayudhan's Tile Works, Nenmanikkara Pudukad
5. Sankara Tile Works, Pudukad

#### (d) Saw Mills

1. Victory Ward Saw Mills, Ollur

### II. Tobacco Merchants' Associations

1. The Tobacco Merchants' Association, Ernakulam
2. „ \*Tobacco Merchants' Association, Trippunittura
3. „ \*Cranganur Tobacco Merchants' Association, Kottapuram, Cranganur
4. „ \*Chalakkudi Tobacco Merchants' Union, Chalakkudi

### III. Trade Unions (Unregistered)

1. The Textile Workers' Union, Alagappanagar
2. „ All Cochin Motor Workers' Union, Trichur
3. „ Kunnath Textile Workers' Union, Trichur
4. „ \*Tile Workers' Union Manali, Pudukad
5. „ \*Sunrise Cashew Workers Union, Irinjalakkuda
6. „ Beedi Thozhilali Union, Irinjalakkuda
7. „ Standard Furniture Company Workers' Union, Chalakkudi
8. „ Cochin Pottery Workers' Union, Chalakkudi
9. „ Beedi Workers' Union, Chalakkudi
10. „ Rikshaw Thozhilali Union, Ernakulam
11. „ Rikshaw Thozhilali Union, Mattancheri Cochin
12. „ Barbers' Union, Mattancheri Cochin
13. „ Oil Workers' Union, Mattancheri
14. „ Oil Mills Workers' Union, Mattancheri, Cochin
15. „ Port Cargo Workers' Union, Mattancheri Cochin

16. The Dinghi Workers' Union, Mattancheri Cochin
17. „ Coir Thozhilali Union, Mattancheri Cochin
18. „ Rope Workers Union, Mattancheri Cochin

#### IV. Merchants' Association

1. The Trichur Merchants' Association, C/o S. V. Krishna Ayyar & Sons  
Merchants, Trichur
2. The Ernakulam Merchants' Association, Broadway, Ernakulam
3. The Coir Merchants' Association, Mattancheri Cochin
4. The Indian Chamber of Commerce, Cochin

#### V. Ferry and Transport Companies

##### (a) Motor Services

1. \*P. S. N. Motor Service, Trichur
2. The Pioneer Lorry and Motor Service, Trichur
3. Nadavaramba Krishna & Bros., Motor Service, Trichur
4. Annamalai Bus Transport Ltd., Trichur
5. The Cochin Transphrt Service Ltd., Ernakulam

##### (b) Boat Services

1. The Ferry and Transport Services Ltd., Cochin

#### VI Steamer Agents

1. Messrs Mollji Jaitha & Co., Merchants' and Agents, Cochin
2. „ Goverdhan Hathee Bhai & Co., Merchants' & Agents, Cochin

#### MEMBERS OF THE COCHIN LEGISLATIVE COUNCIL

1. M. R. Ry. P. Govinda Menon Avl., M.A., B.L.
2. „ Rao Bahadur T. K. Nayar Avl.
3. „ Rao Sahib K. Ayyappan Avl., B.A.
4. „ C. R. Iyanni Avl., M.A., B. L.
5. „ Ipe (Ipe) Kuthreparamel Avl., B.A., B.L.
6. „ K. T. Achuthan Avl., B.A., B.L.
7. „ Puthur Achutha Menon Avl., B.A., B.L.
8. „ K. Balakrishna Menon Avl., B.A., LL.B.
9. Mrs. K. Dhakshayani Velayudhan, B.A., L.T.
10. Chowdhry G. S. Dhara Singh Avl.
11. M. R. Ry. A. Eachara Menon Avl., B.A.
12. „ K. Govinda Menon Avl., B.A. (Comptroller of Finance and Accounts)
13. „ C. N. Ittiravi Nambudiri Avl.
14. „ P. T. Jacob Avl.
15. „ Jos. K. Verghese Avl.
16. „ K. K. Kannan Avl.
17. „ K. Kcchukuttan Avl.
18. „ Kochuvareed Thattil Avl.
19. Shabdai S. Koder Esquire B.A.
20. M. R. Ry. V. R. Krishnan Ezhuthassan Avl., B.A., B.L.
21. „ Kunjuvareed Kodankandath Avl.
22. „ P. Kumaran Ezhuthassan Avl.
23. „ S. P. Luiz Esquire.

24. M. R. Ry. Rao Sahib A. Madhava Prabhu Avl., B.A., B.L.  
(Chief Secretary to Government)
25. „ P. Mani Avl.
26. Mrs. K. M. R. Menon.
27. M. R. Ry. P. A. Mohammed Ashrof Avl., B.A., B.L.
28. „ Rao Bahadur T. S. Narayana Ayyar Avl., M.A., B.L.
29. „ P. Narayana Menon Avl.
30. „ Natarajan Chettiar Avl.
31. „ Parambi Lonappen Avl., B.A., B. L.
32. „ C. S. Panikkar Avl.
33. „ K. S. Panikkar Avl.
34. „ M. I. Paul Avl.
35. „ P. K. Paul Avl.
36. „ Paul P. Mampilli Avl., B.A., B.L. (Advocate General)
37. „ K. A. Raghavan Avl.
38. „ K. S. Raghavan Avl. B.A., B.L. (Secretary to Government)
39. „ K. R. Ramakrishnan Avl.
40. Dr. S. S. Rao.
41. M. R. Ry. P. Sankara Menon Avl., B.A., B.L.
42. „ P. V. Sebastin Avl.
43. „ M. Sivarama Menon Avl., B.A., B.L. (Constitutional Adviser)
44. „ K. H. Sulaiman Avl.
45. „ Thevanna Koundan Avl.
46. „ M. O. Thomakutty Avl.
47. „ M. K. Verghese Avl.
48. P. E. Warne Esquire,
49. M. R. Ry. L. M. Pylee Avl., M.A., B.L. (President)
50. „ K. I. Velayudhan B.A., B.L.

## APPENDIX III

## Wages and other allowances paid to Industrial workmen

	Basic Wages			Allowances			Minimum Earnings			
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	
<b>I. Oil Mills</b>										
<b>1. The Tata Oil Mills Co., Ltd.</b>										
<b>Unskilled</b>										
Light type	0	8	0 ½/1	11	0					
			per day							
Heavy type	0	9	0 ½/1	13	0					
			per day							
<b>Semi-skilled</b>										
	0	10	0 ¾/1	13	0					
			E.B.							
			1/1	1/1						
<b>Skilled</b>										
Junior	0	12	0	-1	1	0	D.A.	19	8	0 p. m.
	1	4	0				Payasam allowance	1	3	6 "
Senior	1	1	4	0	-1	8				
	1	12	0							
	2	1	8	0	-2	1	Rice rebate (avg.)	2	0	0
	2	8	0					22	11	6
							i. e. 0 14 0 per working day on an average			Per day
							Total earnings minimum	1	6	0
<b>2. Kalpaka Oil Mills</b>										
Mill section										
Soap section	0	13	0				0 5 0 D/A			
	0	13	0				" "	1	2	0
<b>3. Dhanalakshmi Corporation</b>										
Chuck-moopan	1	10	0							
Ass. moopan	1	3	0							
	1	1	0							
Blacksmith	1	10	0							
Fitters	1	5	0							
Boiler man	1	3	0							
Turner	2	0	0				Includes allowance of 0 2 0 per head per day	1	1	0
Carpenter	2	0	0							
<b>4. Iyyappan Mills</b>										
Operatives in oil mill										
	1	5	0	to						
	3	3	0				Includes allowance			
Do. Work-shop Foundry	1	5	0	to						
	3	2	0					1	5	0
<b>5. St. Thomas Oil Mills (Max)</b>										
	2	0	0				D. A. not given			



	Basic Wages			Allowances			Minimum Earnings		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
<b>6. Ernakulam Mills</b>	1	0	0 to	D.A. not given			1	0	0
	1	8	0						
<b>7. Cochinwala Mills</b>	0	9	0 to	No D. A.			0	9	0
	2	8	0						
<b>8. Vypeen Oil Mills.</b>									
Fireman (4 hrs.)	2	0	0						
Engine Attendant (6 hrs.)	1	8	0 to						
	1	12	0						
Fitters (9 hrs.)	0	15	0 to						
	2	0	0						
Mason (9 hrs.)	1	14	0	Includes allowance			0	15	0
<b>II. Rice Mills</b>									
<b>1. St. John's</b>	0	3	0 to	D. A. 0 5 0 to			per day		
	0	7	6	0 14 6			0	8	0
<b>2. Commercial</b>	0	3	0 to	D. A. 0 2 9 to			0	8	9
	0	12	0	0 8 0 Meal allowance 0 3 0					
<b>III. Oil Installations</b>									
<b>B. O. C. &amp; S. V. O. C.</b>									
<b>Unskilled</b>									
Piece workers (on time rates)	0	10	0						
General coolies	0	9	0 + 0 1 0	D. A. 19 0 0			1	4	0
			anna for loading & stacking workman	p. m. for employees drawing less than Rs. 100 0 0 p. m.					
Boys	0	7	0						
<b>Semi-skilled</b>									
Grade IV	0	12	0	Rice rebate 1 14 0					
				per month per head					
<b>Skilled</b>									
Grade III	0	14	0						
" II	1	2	0						
" I	1	8	0						
Special Grade	2	0	0						
<b>IV. Textile Mills</b>									
<b>1. Sitaram Spinning &amp; Weaving Mills</b>									
			per month	D. A.					
Single Loom	11	0	0	Single loom weavers.					
Double "	20	0	0	Flat rate of 15 as per day					
Winders	9	0	0	Winders & Reelers			0	12	0
Reelers	8	0	0	Operatives drawing					
Ring Frame Full Siders	16	8	0	10 0 0 and below			10	0	0
" 3/4 "	11	0	0	Operative above					
" 1/2 "	9	0	0	10 0 0 and below					
Doffing Boys	8	0	0	15 0 0			0	15	0
Fly Frame Piecers	16	8	0	Operatives					
Drawers	17	0	0 to	above 15 0 0					
	20	0	0						

	Basic Wages			Allowances			Minimum Earnings		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Other operatives	12	0	0 to	and below					
Asst. Jobbers & oilers	15	0	0	50 0 0 1 8 0					
Jobbers	16	0	0 to	per rupee of earning					
	20	0	0	Minimum			0 15 0 per day		
<b>2. Alagappa Textiles</b>									
(Fixed pay)									
Adults (Males)	11	0	0 to	D. A. 120% of wages					
	14	0	0						
„ (Females)	12	0	0	Minimum			0 8 0 per day		
Adolescent	6	0	0 to						
	13	0	0						
(Piece work)									
Adults (Males)	13	0	0 to						
	25	0	0						
„ (Females)	9	0	0 to						
	12	0	0						
<b>V. Timber Mills</b>									
<b>1. Standard Furniture Co.</b>									
Men	0	8	0 per day	D. A. 75% of wages			0 12 3 per day		
Women	0	7	0	„			„		
<b>2. Anamalais Timber Trust</b>									
Skilled	0	10	0 to	D. A. 6 as. per day			0 12 0 „		
	1	7	0 per day						
Others	0	6	0 to	„			„		
	0	9	0 per day						
<b>VI. Engineering Works</b>									
<b>Skilled (1) Cochin Harbour Workshop</b>									
First class	0	14	0 to	D. A.			0 10 0 per day		
	2	0	0						
Second „	0	11	0 to	Addition to basic wages (interim)			0 2 0 „		
	0	13	0						
<b>Semi-skilled</b>									
Assistant to skilled	0	10	0 to	Rice Rebate, etc.			0 3 6 „		
	0	14	0						
Skill Divers	0	12	0 to						
	0	14	0						
Assistant to skilled	0	5	6 to	Total			0 15 6 „		
	0	9	0						
Rivet & Bellow Boys	0	5	0 to						
	0	7	0						
Boiler Boys	0	7	0 to	Minimum			1 4 6 „		
	0	8	0						
Sawyers per set	1	9	0 to						
	1	13	0						
<b>Unskilled</b>									
Cooly Maistry	1	0	0 to						
	1	6	0						

	Basic Wages			Allowances			Minimum Earnings		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Head cooly	0	11	0 to						
	0	15	0						
Coolies III class	0	6	3 to						
	0	8	0						
"    II    "	0	9	0						
"    I    "	0	10	0						
Women coolies	0	5	0						
Boys	0	5	0						
<b>2. Port Workshops, Dry Dock &amp; Electrical Section Skilled</b>									
First class	1	6	0 to	D. A. See Harbour Workshop Viz.					
	2	1	0—1 12 0						
Second ..	0	14	0—2 1 0				0	15	6
			1 4 0						
<b>Semi-skilled</b>									
First class	0	10	0—2 1 0						
			—0 14 0						
Second ..	0	5	0—2 1 0						
			—0 9 0						
<b>Unskilled</b>									
Cooly Maistry	1	0	0—2 1 0						
			—1 8 0						
Head cooly	0	11	0 to	Minimum			1	4	6 per day
	0	15	0						
Cooly 1st class	0	10	0						
"    2nd    "	0	9	0						
<b>3. South Indian Engineering Works</b>									
Turner 1st class	2	8	0 to	D. A.			0	10	0 ..
	2	10	0						
2nd    "	1	8	0 to						
	1	10	0						
3rd    "	0	14	0 to						
	1	0	0						
Fitter 1st class	1	4	0 to						
	2	0	0						
2nd    "	1	8	0 to						
	1	12	0						
3rd    "	0	14	0 to	Minimum			1	6	0 per day
	1	2	0						
<b>Blacksmith</b>									
1st class	2	2	0						
2nd    "	1	8	0						
3rd    "	1	0	0						
<b>Moulders</b>									
1st class	1	12	0 to						
	2	0	0						
2nd    "	1	4	0 to						
	1	8	0						
3rd    "	0	12	0 to						
	1	0	0						

	Factory		Field		Casual		
	Engine driver	Ordinary Labourer	Tappers	Maistries	Men	Women	Children
<b>VIII. Estates</b>							
1. Mooply		0 8 0	0 7 0		0 6 0	0 4 6	
2. Kerala-Calicut	1 8 0	0 8 0	0 7 0		0 6 0	0 4 6	
3. Chandramalai					0 7 0	0 5 0	0 4 0
4. Kundai		0 8 0	0 7 0		0 6 0	0 4 6	
5. Cochin Malabar	47 8 0	0 7 0		0 12 0 & 1 0 0	0 6 0	0 4 6	
6. Vellapparai	0 6 0 to 1 0 0 (details not given)						

*N. B.*—Tappers are paid on piece-rate basis according to quantity they tap out; a skilled man is reported to earn 12 annas to 14 annas per day.

Estates (continued)	D.A.	Minimum
1. Mooply	0 4 3 per day	0 8 9 per day
2. Kerala Calicut	0 4 3 "	0 8 9 "
3. Chandramalai	0 1 6 " Men	
	0 0 9 " Women	
	0 0 9 " Children	
	Ration 0 3 0 per head	0 7 9 "
4. Kundai	0 4 3 per day	0 8 9 "
5. Cochin Malabar	0 4 3 "	
	for 0 5 0 wages and above	0 8 0 "
	0 3 6 for others	

	Men			Women			Children	D. A.	Minimum		
	Rs.	A.	P.	Rs.	A.	P.			Rs.	A.	P.
<b>VIII. Tile Factories</b>											
1. South Indian Industrials	1 0 0			0 11 0			0 7 0	Includ- ing D.A.	0 7 0		per day
2. Muringoor	0 10 0 to 1 0 0			0 8 6			0 5 0	No D.A.	0 5 0		"
3. Union	1 0 0 to 2 0 0			0 10 0 to 0 14 0			0 6 0 0 6 0 0 8 0	monthly 5 0 0 to 12 0 0	0 9 0		" according to wages
4. Kalyan				2 0 0 to 3 0 0					No D.A.	0 9 0	per day
	1 0 0 to 1 8 0			0 9 0 to 0 12 0							

	Basic wages			Allowances			Minimum Earnings		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
<b>IX. Miscellaneous</b>									
<b>1. Victory Chemicals</b>									
Blacksmiths ..	2	0	0 per day	No D. A.			0 6 0 per day.		
Carpenters ..	1	2	0 to						
	2	0	0						
Masons ..	1	4	0 to						
	1	12	0						
Unskilled (males) ..	0	9	0 to						
	0	15	0						
Unskilled (females) ..	0	6	0 to						
	0	10	0						
<b>2. P. S. N. Motor Service</b>									
Drivers ..	30	0	0 to	D. A. 1 8 0 to					
	45	0	0 per	2 4 0 per day					
			mensem						
Conductors ..	20	0	0 to	D. A. 1 4 0 to					
	30	0	0 per	1 14 0 per day					
			mensem						
Workshop Employees ..	30	0	0 to						
	150	0	0 per						
			mensem						
Checkers ..	25	0	0 to	D. A. 0 12 0 to					
	40	0	0 per	1 0 0 per day					
			mensem	Minimum			1 9 4 per day		
<b>3. Abraham Weaving Establishment</b>									
Men ..	48	0	0 to	No D. A.					
	52	0	0 per						
			mensem						
Women ..	20	0	0 to						
	22	0	0 per						
			mensem						
Children ..	10	0	0 to						
	13	0	0 per	Minimum			0 6 0 per day		
			mensem						

Serial No.	Description	Basic wages			Allowances			Minimum Earnings			Remarks
		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	
	<b>X. Match Factories</b>										
1	Trichur Factory										All except dipping on piece rate basis mostly done by women at home; equivalent basic wages calculated on the basis of normal output of a worker
	Outer Box Making Approx.	0	15	0							
	Inner Box " "	1	0	0							
	Filling frames with splints " "	0	10	0							
	Filling boxes with splints " "	0	8	4							
	Dipping " "	1	0	0							
	Band rolling and labelling " "	2	8	0				0	8	4	
2	<b>Cochin Matches Nemmara</b>										
	Skilled	35	0	0							
	Unskilled	0	10	0				0	10	0	
3	<b>Jayalakshmi Match Factory</b>										
	Skilled	35	0	0							
	Unskilled	0	7	6				0	7	6	
4	<b>Vadakkancheri Factory</b>										
	Unskilled	0	9	0				0	9	0	
	<b>XI. Potteries</b>										
	<b>Cochin Potteries, Chalakkudi</b>										
	Kiln operators	0	10	0	D. A.	0	12	0			
					Kiln/A	0	6	0			
	Other workers	0	10	0	D. A.	0	12	0			
	Miscellaneous workers	0	8	0	D. A.	0	8	0	1	0	0

Serial No.	Description	Basic wages			Allowances			Minimum Earnings			Remarks	
		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.		
<b>XII. Printing Presses</b>												
1	S. D. Printing Works, Ernakulam	18	0	0	D. A.	15	0	0	1	4	4	
		to										
		27	0	0								
		per mensem										
2	Santa Satheesan Press, Trichur	10	0	0	D. A.	10	0	0	0	12	4	
		to										
		30	0	0								
		per mensem										
3	Mangalodayam Press	10	0	0	D. A.	16	0	0	1	0	0	
		to				to						
		17	8	0		24	8	0				
		per mensem										
4	Other Printing Works	12	0	0					0	7	5	Information given by Labour Union
		to										
		45	0	0								
		including D. A.										
<b>XIII. Municipal Workers</b>												
1	Mattancheri Sweepers/Drain coolies	14	0	0	D. A.	20	0	0				
		per mensem			T. A.	2	2	0				
						22	2	0				
	Scavengers	16	0	0	D. A.	20	0	0				
		per mensem			T. A.	2	6	0				
						22	6	0				
	Lighting coolies	11	0	0	D. A.	20	0	0				
		per mensem			T. A.	1	10	0				
						21	10	0				
	Trapping coolies	12	0	0	D. A.	20	0	0				
		per mensem			T. A.	1	13	0				
						21	13	0				
	Watchmen	11	0	0	D. A.	20	0	0				T. A. Town allowance
		per mensem			T. A.	1	10	0				
						21	10	0				
		10	0	0	D. A.	20	0	0				
		per mensem			T. A.	1	8	0				
						21	8	0				
		12	0	0	D. A.	20	0	0				
		per mensem			T. A.	1	13	0				
						21	13	0				
	Maistries	14	0	0	D. A.	20	0	0				
		per mensem			T. A.	2	2	0				
						22	2	0				

Sl. No.	Description	Basic wages			Allowances			Minimum earnings			Remarks
		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	
	<b>Municipal workers</b>	15	0	0	D. A.	20	0	0			
	per mensem				T. A.	2	4	0			
						22	4	0			
	<b>Attender</b>	15	0	0	D. A.	20	0	0	1	0	10
	per mensem				T. A.	2	4	0			
						22	4	0			
2	<b>Irinjalakkuda</b>	14	0	0	Not mentioned						
	Sweepers/Drain coolies	per mensem									
	Scavengers	16	0	0				0	7	6	
	per mensem										
3	<b>Ernakulan</b>	14	0	0	D. A.	20	0	0			
	Sweepers	per mensem			T. A.	2	2	0			
						22	2	0			
	<b>Scavengers</b>	16	0	0	D. A.	20	0	0	1	2	0
	per mensem				T. A.	2	6	0			
						22	6	0			
	<b>Watchmen/oil pourers</b>	12	0	0	D. A.	20	0	0			
	per mensem				T. A.	1	13	0			
						21	13	0			
4	<b>Trichur</b>	12	0	0	D. A.	20	0	0			
	Sweepers	per mensem			T. A.	1	3	2			
						21	3	2			
	<b>Scavengers</b>	14	0	0	D. A.	20	0	0			
	per mensem				T. A.	1	6	5			
						21	6	5			
	<b>Watchmen</b>	11	0	0	D. A.	8	0	0	0	10	9
	per mensem				T. A.	1	1	7			
						9	1	7			
	<b>XIV. Cashewnut Industries</b>										
	Sunrise cashews,	1	9	0							
	Irinjalakkuda	to									
	Roasting cashewnuts	2	8	0							

Information given by Trichur Municipal workers' union

Piece rate basis converted into daily wages on the basis of normal output



Sl. No.	Description	Basic wages			Allowances			Minimum earnings			Remarks
		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	
	<b>XIV. Cashewnut Industries—(cont.)</b>										
	Shelling	0	15	0							
			to								
	Peeling	1	4	0							
		0	5	0							
			to								
	Grading	0	10	0							
		0	8	0							
			to								
		0	12	0				0	5	0	
	<b>XV. Tobacco and Beedi Industries</b>										
	Tobacco and beedi Merchants Association, Cranganur	0	15	0							Output per head per day not given. Hence not possible to convert into equivalent daily wages
			to								
		1	8	0							
			per 1,000 beedies								
	<b>XVI. Coir Industry</b>										
	Women	0	8	0							
			to								
		1	4	0							
	Men	1	4	0				0	8	0	
			to								
		3	0	0							
	<b>XVII. Leather works</b>										
	1. Kerala Leather Co., Trichur	1	4	0	D. A. included in wages						
			to								
		2	6	0							
	2. C. P. Velayudhan, Trichur	1	8	0							
			to								
		2	8	0							
	3. C. R. Joseph, Leather Works, Trichur	1	4	0							
			to								
		1	12	0							
	4. Jos. Leather Works, Trichur	1	8	0							
			to								
		2	8	0							
	5. City Leater Works, Trichur	2	0	0							
			to								
		2	6	0							
	<b>E. K. M. Leather Works</b>										
	Men	1	8	0	Wages included D. A. also			1	4	0	
			to								
		2	8	0							

Sl. No.	Description	Basic wages			Allowances			Minimum earnings			Remarks
		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	
	<b>XVIII. Furniture</b>										
	Andrews Furniture Works, Trichur	2	0	0	No D. A.						
			to								
	Modern Furniture, Trichur	3	0	0	„						
		1	0	0							
			to								
	Ernakulam	2	2	0	„			1	0	0	
		2	8	0							
			to								
		3	0	0							

APPENDIX IV

Dearness and other allowances to Industrial Workers in Cochin State

Name of Industry	Temporary	Permanent	Remarks
<p>I. OIL MILLS</p> <p>The Tata Oil Mills Co., Ltd. Kalpaka Oil Mills Other Mills</p>	<p>Dearness allowance Rs. 19/8 p.m. for daily paid and Rs. 22 8 p.m. for monthly paid. Payasam allowance Rs. 1—3—6. Rice at concession Rs. 2. Bonous, 3 months, wages depending on Profits. Other amenities.</p> <p>Dearness allowancet 5 annas per day. No particular allowances given, but D/A is included in the wage rates given. Ernakulam Mills give Bonus and presents on Festive occasions.</p>	<p>Provident Fund at 1 anna in the rupee. Company products at concession rates.</p>	
<p>II. OIL INSTALLATIONS</p> <p>B. O. C. S. V. O. C.</p>	<p>{ DIA for employees drawing less than Rs. 100. Rs. 19 p.m. do. do. 100—199. Rs. 28 p. m. do. do. 203—299. Rs. 45 p.m. { Rice at concession rates Rs. 1—14—0 per head.</p>	<p>{ 1 gallon Kerosene at reduced rate to clerks by B.O.C. and 1/2 gallon for others given by B.O.C. and S.V.O.C. Provident Fund contribution upto 1 1/2 annas in the rupee in B.O.C. Pension in S.V.O.C.</p>	
<p>III. ESTATES</p> <p>Mooply Kerala-calicut Chandramalai Vellappara Kundai Cochin Malabar</p>	<p>{ D/A: 4 1/2 annas 3 pies per day; Housing, Firewood and medical aid free of cost to resident labourers. D/A 4 1/2 annas 3 pies per day; plus other concessions as usual. { D/A: 1 1/2 as. per day for men, &amp; women; 9 pies per day for children { Other concessions as above plus rice at control rate equivalent to 3 as. per day per head. Miscellaneous concession as in first case. Misc. concessions as in first case. Grain compensation and dear provision allowance of 4 as. 3 ps. per day per head. { Concessicns as in first cases D/A: 4 as. 3 ps. for workers drawing 5 as. and above; 3 as. 6 ps. for workers drawing 4 1/2 ss.</p>		
<p>IV. TILE FACTORIES</p> <p>S. I. Industries Muringoor</p>	<p>Not given. Presents to workers on Festive Days; Bonus and advances occasionally. Wagss include D A.</p>		

APPENDIX IV (cont.)

Name of Industry	Temporary	Permanent	Remarks
Union  Others  V. TEXTILES Sitaram   Alagappā	Head operatives with 1 year service, allowance from Rs. 30 to Rs. 50 p.m. Ordinary Workers Rs. 5 to Rs. 12 p.m. according to Wages. Wages include D. A.  Single loom weavers: D/A 15 as. per day; Winders & Reelers: 12 as. per day. Operatives drawing Rs. 10 and below: 10 as per day. " above 10 and " 15-15 as. " " 15 and " 50 Rs. 18 per rupee on their earnings. D/A: 120 per cent of wages plus Bonuses in cash and kind.		
VI. RICE MILLS  Commercial St. Johns	D/A: 2½ as. to 8 as, plus a meal allowance of 3 as. D/A: 5 as. to 14½ as.		
V TIMBER MILLS  Standard Furniture  Anamalais	D/A: 75 per cent of basic wages.  D/A: 6 ps. per day per head plus 3 months Bonus every year and a candy bonus for a cutting above minimum. Subsidised canteen.	Provident Fund 1 anna in the rupee for those drawing Rs. 15 & above & ½ anna in the rupee for those drawing below Rs. 15 p.m.	
VIII. ENGINEERING WORKS  Cochin Harbour  South Indian Eng. Works	D/A: 10 as per day; Interim addition to Basic wages: 2 as. per day. Sale of food rations for family at subsidised rates—Rs. 5/1/11 p.m. D/A: at flat rate of 10 as. per day.	Provident Fund 1 anna in the rupee	
IX. MICELLANEOUS  Victory Chmicals P. S. N. Motors,  Abraham Weaving	No allowance. D/A: Drivers Rs. 1/8 to Rs. 2/4 per day. Conductors 1/4 to 1/14; Checkers 12 as. to Re. 1 per day. No. allowance.		

## APPENDIX V

## Payment of Wages in Industries in Cochin State

Serial No.	Industry	Bi-weekly		Weekly		Fortnightly		Monthly	
		P.	T.	P.	T.	P.	T.	P.	T.
<b>I. Oil Mills</b>									
1	Tatas					x	3		
2	Kalpaka			x	0				
3	Ernakulam			x	0				
4	Dhanalakshmi			x	7				
5	Vypeen			x	0				
6	Iyyappan	x	0						
7	Cochinwala			x	0				
8	St. Thomas	x	0						
<b>II. Oil Installations</b>									
1	B. O. C. (A)			x	3	x	5		
2	S. V. O. C.							x	4
<b>III. Estates</b>									
1	Moopiy (B)			x	3				
2	Kerala-Celicut			x	3				
3	Chandramalai			x	1				
4	Vellappara			x	1				
5	Kundai			x	3				
6	Cochin-Malabar			x	3				
<b>IV. Tile Factories</b>									
1	S. I. Industries	x	1						
2	Muringoor					x	1 to 5		
3	Union Tile	x	1						
<b>V. Textile Mills</b>									
1	Alagappa							x	7
2	Sitaram					x	5 to 10		
<b>VI. Timber Mills</b>									
1	Standard (D)			x	0			x	7
2	Anamalais Timber Trust			x	2				
<b>VII. Engineering Works</b>									
1	Cochin Harbour			x	7				
2	S. I. Engineering			x	N.G.				
<b>VIII. Miscellaneous</b>									
1	P. S. N. Motor, (E)			x					3
2	Abraham Weaving			x					
3	Victory Chemicals			x					
Total No. of industries making payment under each category.		4		18		4		2	

Note.—(1) Industries making payments bi-weekly, weekly, etc. are marked "x" under the respective heads in the column P. (2) Figures in column T give the number of days between

the end of the wage period and the date of payment. (3) "0" means payment at the end of the wage period. (4) N.G. means "not given".

A—Weekly for Casual; fortnightly for permanent.

B—Payment for necessaries.

D—About fifty men paid monthly.

E—Workshop men weekly; others monthly.

#### APPENDIX V (a)

**Contributory Provident Fund with Endowment Assurance Policy (for a workman whose wage is Rs. 20 per mensem and sum assured being Rs. 500)**

All figures in Rupees

At the end of	Total amount of contribution to Provident Fund	Premia disbursed todate	Balance Amount to his a/c after deducting premia	Interest @ 3% per annum on the amount to his a/c at the end of the year (Vide Col.6)	Total	Policy Protection	Total Amount to his account
1	2	3	4	5	6	7	8
1st year	30	..	30	..	30	..	30
2nd "	60	23	37	0.90	37.90	500	537.90
3rd "	90	46	44	2.04	46.04	500	540.64
4th "	120	69	51	3.42	54.42	500	554.42
5 "	150	92	58	5.05	63.05	500	563.05
6 "	180	115	65	6.94	71.94	500	571.94
7 "	210	138	72	9.10	81.10	500	581.10
8 "	240	161	79	11.53	90.53	500	590.53
9 "	270	184	86	14.25	100.25	500	600.25
10 "	300	207	93	17.26	110.26	500	610.26
11 "	330	230	100	20.57	120.57	500	620.57
12 "	360	253	107	24.19	131.19	500	631.19
13 "	390	276	114	28.13	142.13	500	642.13
14 "	420	299	121	32.39	153.39	500	653.39
15 "	450	322	128	36.99	164.99	500	664.99
16 "	480	345	135	41.94	176.94	500	676.94
17 "	510	368	142	47.25	189.25	500	689.25
18 "	540	391	149	52.93	201.93	500	701.93
19 "	570	414	156	58.99	214.99	500	714.99
20 "	600	437	163	65.44	228.44	500	728.44
21 "	630	460	170	72.30	242.30	500	742.30
22 "	660	460	700*	94.57	794.57	..	794.57
23 "	690	460	730	118.41	848.41	..	848.41
24 "	720	460	760	143.86	903.86	..	903.86
25 "	750	460	790	170.98	960.98	..	960.98

\*The sum assured is here credited to his account on maturity of the policy.

APPENDIX VI  
Holidays and Leave—Industrial Workers in Cochin State

Name of Industry	Annual Holidays	Leave for Recuperation	Sick leave	Other kinds of leave
1. OIL MILLS Tata Oil Mills	5 days	15 days	15 days on half pay for those who have put in 3 years and 20 days for those who have put in 5 years and a maximum of 6 months for more than 10 years service Sick leave without pay	Nil
Kalpaka Mills	Nil	Nil		Yes, presumably casual leave
Ernakulam Mills	Holidays without pay for D/Paid given, but what all holidays given not mentioned do.	Nil, since seasonal	Sick leave, with or without pay not given	do.
Dhanalakshmi Mills	Nil	15 days	15 days	3 days' casual leave
Vypeen Mills	Not known	Nil, since seasonal	Sick leave, with or without. (Pay not known)	Nil
Iyyappan Mills	do.	Not known	Not known	Nil
Cochinwala Mills (1 and 2)		do.	do.	Nil
St. Thomas' Mills	5 days with or without wages not given	Not known	do.	Nil
2. OIL INSTALLATIONS B.O.C. and S.V.O.C.	10 days	10 days	7 days' full pay to all; In addition 15 days $\frac{1}{2}$ pay for those under 10 years service, 21 days $\frac{1}{2}$ pay for those with more than 10 years	Granted on individual merit
3. ESTATES	None gives except Vellapara (without pay) but number not known	None gives except Chandramalai and Vellapara latter without pay for 1 month	Duration of illness without pay	Casual leave without pay except at Chandramalai and Vellapara
4. TILE FACTORIES	Holidays with pay by the Union Tile Works only	Not known	Duration of sickness. S. I. Industrials without pay; (others not known)	Nil
5. TEXTILES Sitaram Alagappa	Nil, but 12 days compensation Yes; details called for	Nil Not known	Nil Not available	Nil Not available
6. RICE MILLS Commercial St. Johns	Not known do.	4 days 3 days	Not known do.	Not known do.
7. TIMBER MILLS Standard Furniture	Holidays without pay	According to discretion of Managing Director	According to discretion	According to discretion

APPENDIX VI—(cont.)

Name of Industry	Annual Holidays	Leave for Recuperation	Sick leave	Other kinds of leave
Apamalais Timber Trust	3 days	7 days	Full pay for leave under medical certificate for accidents	Nil
8. ENGINEERING WORKS Cochin Harbour Works	2 days	Nil	Leave during sickness without pay	Injury leave granted with half or full pay depending on service
South Indian Engineering Works	Government holidays given with pay	Nil	Leave with pay on production of medical certificate	Nil
9. MISCELLANEOUS Victory Chemicals	Nil	Nil	Injury leave with pay and leave on loss of pay	Nil
P.S.N. Motors	Nil	Nil	One month on half pay on reasonable grounds	Two days' casual leave and two days' off duty with pay
Abraham Weaving	Nil	Nil	Leave without pay	Nil

APPENDIX VII

Labour Turnover in some of the major Industrial Concerns, Cochin State

Industry	1119					1120					1121					Total strength in 1121	Percentage
	R.	D.	/A	V.	Total	R.	D.	S/A	V.	Total	R.	D.	S/A	.	Total		
The Tata Oil Mills	9	53	4	31	97	17	91	6	51	165	7	62	5	33	107	2124	5.0
B. O. C.	2	5	4	1	12	9	11	3	9	32	4	7	3	3	17	656	2.6
S. V. O. C.	..	21	..	1	22	..	8	..	2	10	3	8	2	1	14	134	1.0
Sitaram Textiles	3	1	..	132	136	7	1	..	47	55	11	..	..	6	17	2414	0.7
Harbour Works	..	443	..	..	443	..	170	..	..	170	..	..	..	..	..	1093	..
Total	14	523	8	165	710	33	281	9	109	432	25	77	10	43	155	6421	2.4

- (1) R — Retirement  
 (2) D — Dismissal  
 (3) S/A — Sickness or accident  
 (4) V — Of their own accord



APPENDIX VIII  
Labour Unions in Cochin State

S. No.	Name of Industry	Date when established	Whether registered and if so date of registration	Whether recognised by the industry; if so date	Has the recognition been withdrawn at any time	Is there more than one union for the industry	Whether affiliated to any other body; if so name of that body	Total No. of members of the Trade Union	Remarks
<b>I. SUPPLIED BY INDUSTRIES</b>									
1	Oil Mills.—Tatas	1939	No idea	De facto recognition	Does not arise	One Union	Not known	Not known	
2	Oil Installations.—S. V. O. C. & B.O. C.	1940	1940	Yes 1940	No	No	do.	Not known (Probably 100 %)	
3	Estates.—(B)	..	..	..	..	..	..	..	(B) No Union so far; favour single union to promote unity
4	Tile Factories	Not known (C)	Applied for registration	No	Does not arise	No	Not known	Not known	(C) Factories state there is no Trade union among their workers. But answers have been received from a Secretary of the Tile Workers' Union. It seems this is not confined to a particular tile factory, but a general trade union of workers from all factories
5	Textiles.—Sitaram	About 3 years back	Registered recently	Question pending	do.	(D) See remarks	No information	do.	(D) Another Union is being organised due to the differences of opinion
	Alagappa (E)	Not given	No	No	do.	No	do.	1300 out of 1700 as stated by union	(E) No Union as such, but some of the workers have formed a Union with foreign affiliations and external leadership

APPENDIX VIII—(cont.)

S. No.	Name of Industry	Date when established	Whether registered and if so date of registration	Whether recognised by the industry; if so date	Has the recognition been withdrawn at any time	Is there more than one union for the industry	Whether affiliated to any other body; if so name of that body	Total No. of members of the Trade Union	Remarks
6	Rice Mills	..	..	..	..	..	..	..	No Union.
7	Timber Mills	..	..	..	..	..	..	..	No definite information, but it appears there is one run by outsiders under the communist party
8	Engineering Works.— Cochin Harbour Works	Not given	2 Unions of which one is registered	No	Does not arise	2 Unions	No information	Not known	2 Unions.—(1) Cochin Harbour and Port Workers' Union, permanent (2) Cochin Harbour Workers' Union, Willingdon Island
II. SUPPLIED BY LABOUR ORGANISATIONS									
1.	Beedi Making.— Narakal Nayarambalam Beedi Thozhilali Union..	1943	1945	No	Does not arise	Not known	All Cochin Beedi Workers' Union. All Cochin Trade Union	80	
2	Cashewnut Industry.— Workers' Union, Irinjalkuda	1946	Not registered	No	do	One Union	All Cochin Trade Union	100	
3	Municipality.— Trichur Municipal Workers' Union	1946	do.	No	do.	do.	do.	All Municipal Workers of Trichur	
4	Printing Press.— Trichur Press Labour Union	1946	do.	No	do.	do.	do.	156	
5	Textiles.— Textiles Workers Union ..	1938 } (F) 1945 }	Applied for registration	No	do.	do.	All India Trade Union Congress	1300	(F) First started in 1938, but was disbanded. Restarted in 1945

APPENDIX IX  
Labour Strikes among Industrial workers in Cochin State—1939—1946.

Serial No.	Name of Industry	Year of strike	Period of strike	Grievances of Workers	How settled and terms of settlement	How were the workers supported during strike	Loss on a/c of strike to		
							Man hrs. worker	Wages lost Rs.	Company Rs.
1	Oil Mills The Tatta Oil Mills	1944	1 day on 13—6—44 by W. S. employees only	Demand for increase in basic wages etc.	Unconditionally called off	Wages paid to strikers and a severe warning given			
		1945	1 day on 16—4—45 by almost all departments	Alleged wrongful discharge of one of the employees	do.	No wages paid for the strike period	3850	650	3,000
		1946	4—4—46 to 14—4—46 (9 days)	Alleged wrongful discharge of 32 temporary employees	do.	No wages paid for strike period	90750	16780	72,000
2	Textiles The Alagappa Textiles	(A) 4 strikes since 1939	Lasted from 2 to 14 days	Demand for increase of wages and reinstatement in discharged workers	Not given	Not given	Not given	Not given	Not given
3	Engineering Industries The Cochin Harbour works	1946	October 1 week	Retrenchment of surplus workers	Unconditionally called off. The Port reinstated its policy of re-employing retrenched hands as and when opportunities arise.	No support from public or other organisation	The workers lost wages during the period	No appreciable loss to Port Administration	
4	Beedi Making Establishment Narakkal-Nayarambalam Beedi Thozhilali Union	Not given	2 months	To get wages enhanced by half an anna	Not given	By public donations			

(A) This information given by the Amballoor Textile Workers' Union, not corroborated by the Alagappa Textiles.

APPENDIX IX-- (cont.)

No.	Name of Industry	Year of strike	Period of strike	Grievances of Workers	How settled and terms of settlement	How were the workers supported during strike	Loss on a/c of strike to		
							Man hrs. worker	Wages loss Rs.	Company Rs.
5	Municipality The Trichur Municipal worker's Union	..	1 day	To participate in the 'Responsible Government Day' Cochin State	...	..	..	..	..
6	Printing Press The Tichur Press Workers' Union	..	1 day	To participate in the 'Responsible Government Day' Cochin State	..	...	..	..	..

(By order of the Government of Cochin)

C. J. MATHEW

Secretary to Government

## LAW DEPARTMENT

11th December 1946 (26th Vrischigam 1122)

No. 14.—The following report of the Franchise Committee appointed by Government under Law Department Notification No. 27 dated 12th January 1946 is published for general information.

Office of the Franchise Committee,  
Ernakulam,  
Dated 12th October 1946.

To

The Chief Secretary to Government,  
Law Department.

Sir,

We, the members of the Franchise Committee, have the honour to submit our Report for the consideration of His Highness' Government. The Committee was appointed by Proceedings of Government L. 4-35668/1120, dated 12th January 1946 and was constituted as follows.—

1. RAO BAHADUR T. S. NARAYANA AYYAR, M.A., B.L.,  
*Retired Chief Justice (Chairman)*
2. M.R.Ry. THOMAS MANJURAN Avl., B.A., B.L.,  
*Retired Chief Justice.*
3. RAO SAHIB KOMATTIL ACHUTHA MENON, B.A., B.L.,  
*Retired Secretary to Government.*
4. „ A. MADHAVA PRABHU, B.A., B.L.,  
*Diwan Peishkar.*
5. M.R.Ry. M. SIVARAMA MENON Avl., B.A., B.L.,  
*Advocate-General.*
6. „ L. M. PYLEE Avl., M.A., B.L.,  
*Deputy President of the Legislative Council.*
7. „ P. GOVINDA MENON Avl., M.A., B.L.
8. RAO SAHIB K. AYYAPPAN, B.A.
9. KHAN SAHIB ISMAIL HAJEE ESSA SAIT.

M.R.Ry. N. S. Radhakrishna Sarma, Avl., M.A., B.L., Legal Remembrancer, was appointed Secretary to the Committee.

After the preliminary meeting of the Committee on 18th February 1946 (7th Kumbham 1121) Khan Sahib Ismail Hajee Essa Sait resigned from the Committee on considerations of health and Dr. A. K. Kunhalu was nominated in his place.

2. The terms of reference to the Committee are as follows.—

1. Should there be any addition to the existing heads of qualifications for voters and if so, what?
2. Should any or all the qualifications be lowered and if so, to what extent?
3. Is any re-distribution of the existing constituencies necessary and if so, what is the re-distribution that the Committee would recommend?

(In making recommendations for the re-distribution of the constituencies the existing number of elected seats should not be exceeded)

4. Is any change necessary in the existing system of communal electorates, and reservation of seats for Muslims in General Constituencies and if so, what are the changes that the Committee would recommend?

#### Committee's Procedure

3. We held in all fifteen sittings, seven of which were devoted to the hearing and recording of oral evidence and the rest for discussion and deliberations among ourselves. At our preliminary sitting we compiled a questionnaire (set out in Appendix) covering the main points arising out of the terms of reference, on which we thought it desirable to invite the views of the public. It was given wide publicity by publication in the Gazette and in all the newspapers in the State. Copies of the questionnaire were also sent to leading individuals and representative associations. In all, 526 written representations were received by us. A summary of these was prepared in the office and circulated among the members of the Committee. After reviewing the answers received, we thought it would be advisable to visit important centres in the State also. Accordingly we held sittings at Ernakulam, Trichur, Irinjakkuda, Vadakkancheri and Chittur. The witnesses interviewed were, however, confined to those who were unable to forward their views to the Committee within the time appointed, and those who wished to supplement or elucidate any points in the memoranda already sent to us. We have thus had opportunities of acquainting ourselves with all shades of opinion in the State.

#### Scope of our Report

4. While we were in the midst of our deliberations, an announcement was made by the Diwan, during the last Budget Session of the Legislative Council, of the proposal to appoint a Constitutional Advisory Committee, whose functions, among other things, would be "to advise the Government regarding the measures to be adopted with a view to the establishment of full responsible Government in the State". In view of the scope of the work of the Constitutional Advisory Committee as envisaged in the announcement, the Chairman brought to the notice of Government that it would be more appropriate and satisfactory if the question of delimitation of the General Constituencies were to be taken up for consideration later on in the light of the recommendations of the Constitutional Advisory Committee on the nature, size and composition of the Legislative Chamber under the new constitution. (The Constitutional Advisory Committee has since been set up by Proceedings of Government dated 23rd September 1946). This suggestion was agreed to, and we accordingly deal below only with the other points raised in the terms of reference.

#### Constitutional Developments

5. The Cochin Legislative Council was inaugurated in April 1925 under Act, VIII of 1098. The first electoral qualifications were prescribed under rules framed by Government, which were in force for nearly six years. A Committee appointed in 1932 recommended considerable modifications in the franchise and the Franchise Committee of 1937 recommended a further lowering of the franchise. The Government of Cochin Act (Act XX of 1113)

was passed in June 1938. The present Legislative Council as re-constituted under this Act is elected on the basis of the qualifications recommended by the last Franchise Committee. The constitution promulgated under the Government of Cochin Act provided for the transfer of certain departments of the administration to an elected representative of the Council. The Act has been in working for more than eight years now; and His Highness' Government had on more than one occasion indicated their desire to extend the scope of the Act so as to make it possible for more departments to be brought under the charge of popular Ministers. Since this Committee was appointed and began to function, there has been further extension of the sphere of responsible Government within the frame-work of the Act. In a message to the people of the State on the day of His Highness' Installation (21st March 1946) His Highness the Maharaja announced the appointment of a second Minister and His Highness' intention, ere long, to transfer more departments to ministerial control as an earnest of His Highness' desire to establish "full responsible Government in due course". The Government of Cochin Act was accordingly amended to provide for the appointment of more Ministers. Not long after, by the announcement made by His Highness the Maharaja on the 1st day of Chingam 1122 (17th August 1946) all departments of the administration except Finance and Law and Order were placed under the charge of popular Ministers. A Constitutional Advisory Committee has also been set up to advise the Government regarding the measures to be adopted to establish full responsible Government in the State.

#### **Need for broadening the Franchise**

6. In a system of responsible Government the main force behind the administration is public opinion which makes itself felt through the electorate and the Legislature. It is essential, therefore, that the electorate should be so widened that the Legislature can be reasonably said to be representative of the general mass of the population, and no important class or section of the population (we are not referring here to communities alone) should be deprived of the opportunity of making its needs and opinions felt in the Legislature. A restricted franchise is incompatible with the development of responsible Government and not conducive to its successful working. The question of the franchise is thus one of far-reaching consequence not only as regards the composition of the Legislature but as having also a vital relation to the future Constitution of the State.

#### **The existing Franchise**

7. The basis of the franchise under the existing Constitution is either (a) property qualification or (b) an educational qualification. Broadly speaking any person who pays any tax to Government or a local authority or who has passed the School Final Examination of the State or any other test recognised as equivalent to it, is eligible to be registered on the electoral roll as a voter. The main question for our consideration is whether and to what extent this qualification should be lowered. While opinion is unanimous as to the need for a further lowering of the franchise, there is a divergence of views regarding the extent to which it should be lowered. All are agreed that the property qualification might be done away with. As regards the educational qualification there is a considerable body of opinion in favour of prescribing a minimum

“literacy” qualification at least of the “bare literacy standard,” which means “ability to read and write in any one language”. But the preponderance of evidence is in favour of the grant of the vote to every adult, whether literate or illiterate.

#### Literacy Franchise

8. The necessity for a literacy qualification is rested on the theory that an individual who is not literate cannot be expected to know the value of the vote and use it properly or with discrimination. It is, we think, too wide an assumption that every literate can be taken to be able to use the franchise intelligently and properly, or that every one who is not literate is not capable of using the vote properly. It cannot be asserted that an educated man always selects the right candidate and on the right principles. “Literacy is by itself no test of wisdom, character of political ability, and illiteracy by no means implies that the individual is not capable of casting an intelligent vote on matters within the range of his own knowledge and experience.”\* The ordinary man in India is not so much dependent on books and papers as in the West. He has other sources of knowledge besides the printed page. Were we to confine the franchise to literates alone we would be withholding the vote from a fairly large section of the population who might, for aught we know, be able to exercise it with equal discrimination. Illiteracy, moreover, is not such a grave problem in Cochin as it may be elsewhere in India. The percentage of literacy in the State (according to the last Census) is 41, which is much higher than the all-India average. With the introduction of compulsory primary education and the establishment, in course of time, of a network of rural libraries throughout the State illiteracy among the masses will be effectively liquidated in the course of a few years.

#### Adult Franchise

9. Adult franchise is the basis of responsible Government in most democratic countries in the world. It secures absolute equality of political rights to every adult citizen. It solves the difficult problem of securing the fair representation, on the electoral rolls, of all elements of the population, communal, rich or poor, urban or rural. It is the best means of securing that the Legislature represents the people as a whole.

10. The issue of adult franchise was prominently before the last Franchise Committee in 1937. After an elaborate discussion of the question they came to the conclusion “that the time had not come for the immediate introduction of adult franchise.” They based their reason mainly on the absence of “the requisite political consciousness among the class of population that will be enfranchised as the result of the grant of adult franchise”. At the same time they recognised that the ultimate goal should be the enfranchisement of all adults and that the reform of the franchise then recommended by them should be a definite step forward towards adult franchise. “We have to content ourselves”, they said, “until such time as the average citizen has had more experience in the use of the responsible vote, with making recommendations for the increased association of the citizens in the elections, with a view to the progressive realisation of adult or manhood suffrage.”

\*Report of the Indian Franchise Committee (1932), page 17.



11. The situation today is far different from what it was in 1937. There has been a remarkable awakening of political consciousness among the masses, accelerated, no doubt, by the rapid political developments in British India. The growth of nationalism and the establishment of self-government in the Provinces have, not unnaturally, had their repercussions within the State: "Hopes and aspirations overleap frontier lines like sparks across a street". Cochin has shared to the full in the political awakening evident all over the world after the War. Forces which were sufficiently in evidence even before the War have since become greatly accentuated; and what might have been considered a reasonable pace of progress before will now be regarded as dilatory and inadequate. The surge of political events has permeated the States also, and we have reached a stage in the political evolution of the country when it is no longer possible to differentiate between the interests of the people of British India and of the Indian States. The greatest political party in India has always stood for adult franchise. The Sapru Committee appointed by the Standing Committee of the All Party Conference in 1945 have recommended adult franchise. The principle of adult franchise as the basis of the future constitution of India has been accepted by the Cabinet Mission in their statement of the 16th May 1946, on the structure and composition of the Indian Constituent Assembly. It is the desire equally of His Highness' Government and of the people of Cochin that "in the constitutional advancement of the country this State should not lag behind". The demand for adult franchise has been persistent for a long time both in and outside the Legislative Council in the State. The popular attitude towards the exercise of the franchise is reflected in the high percentage of votes polled in the elections of 1113 (1938) and 1120 (1945) which was more than 56 per cent of the total number of voters. The average man has come to think more and more in terms of politics, especially as the stress of the economic influence in politics is becoming more evident. He may not be able to understand or appreciate high questions of policy or administration, but he is quite capable of understanding his local needs. The grant of the vote and the repeated exercise of the franchise will in themselves be an educative force.

#### Constitutional Safeguards

12. A Legislature elected on the basis of adult franchise will be very different in its composition from a Legislature which is chosen on a restricted franchise. With the introduction of adult franchise representation in the Legislature will become increasingly popular in character. In almost all countries where adult franchise is in vogue the Legislature has been established on a bicameral basis. The existence of a second Chamber has been "a security against abuse of power and impetuosity on the part of the popular chamber". At a time when the franchise is very largely extended to people, the majority of whom are illiterate, it is, we think, essential to create a body which would be representative of experience and expert knowledge to act as a stabilising element in the Constitution. The history of different constitutions shows that "the consideration of legislation by one House is inadequate and a second Chamber has been proved to be the best revisory instrument". It would be apposite here to quote the views of two eminent authorities.

"With a perfect Lower House it is certain that an Upper House would be scarcely of any value. If we had an ideal House of Commons perfectly representing the nation, always

moderate, abounding in men of leisure, never omitting the slow and steady forms necessary for good consideration, it is certain that we should not need a higher Chamber. The work would be so well done that we should not want anyone to look over or revise it. But though beside an ideal House of Commons, the Lords would be unnecessary, beside the actual House, a revising and leisured legislature is extremely useful." (Bagehot).

"A majority in a single Assembly when it has assumed a permanent character, when composed of the same persons habitually acting together and always assured of victory in their own House easily becomes despotic and overweening if released from the necessity of considering whether its acts will be concurred in by another constituted authority". (Mill).

In recommending the grant of adult franchise we wish to make it clear that it should be accompanied by the provision of adequate constitutional safeguards, like the creation of second Chamber for the purpose of checking hasty or ill-conceived legislation by a House elected on the basis of adult franchise. It is better that the responsibility for acting as a brake on the Lower House should normally be exercised by a constitutional body like a second Chamber. The restraining influence of the Upper House will reduce to a minimum the occasions on which His Highness the Maharaja might feel himself called upon to interfere by exercising the power of veto. The Upper House will be much smaller in size, chosen on a distinct and high franchise and with limited functions. Its composition and powers are matters for detailed consideration by the Constitutional Advisory Committee. But it is the considered opinion of (the majority of) this Committee that if adult franchise is granted, there must be provision for constitutional safeguards of the manner indicated above. Mr. P. Govinda Menon is inclined to take the view that the question of constitutional safeguards is a matter more appropriate for consideration by the Constitutional Advisory Committee and that this Committee need only suggest the desirability of the consideration of this question by that Committee. Rao Sahib K. Ayyappan does not agree that there is need for any such safeguards.

#### Limit of Age

13. As regards the limit of age for the right to exercise the franchise, we are of opinion that the age should be fixed as 21. It is the age in the majority of democratic countries in the world. This is the existing rule here and we think it should be retained. A suggestion has been made that it might be reduced to 18, but we are not in favour of the proposal, as a reasonable level of mental and intellectual maturity and a sense of social and political responsibility are not ordinarily attained below the age of 21. To grant the vote at 18 would besides make an appreciable difference to the total electorate and will be straining the administrative machine too far.

#### Position of Non-Cochinites

14. There is at present no law of naturalisation in the State, but we are informed that legislation to this effect is under consideration. As regards those who are not subjects of this State, born or naturalised, the question of their competence to vote in the general constituencies will be a matter for decision by Government. It involves various considerations which are

outside the purview of our enquiry. We may, however, refer to \*Rule (3) of Part I of Schedule VI to the Government of India Act, 1935, which provides for the inclusion of such persons in the electoral roll subject to prescribed conditions.

#### Administrative Feasibility

15. The electorate under the existing franchise numbers only less than 11 per cent of the total population of the State. We have anxiously considered the question whether it would be wise to jump at once to adult suffrage which would bring nearly half the population of the State on the electoral roll. But having regard to what we have stated above, it has not been possible for us to find a satisfactory halting place between the existing qualifications on the one side and adult franchise on the other. We are aware of the difficulties that must always attach to any large and sudden extension of the franchise both in the preparation of the electoral roll and the actual conduct of the elections. But there is no reason to think that the task of providing the requisite electoral machinery will be beyond the limits of administrative feasibility, though the strain of the first elections will be considerable.

#### DELIMITATION OF CONSTITUENCIES

##### (a) General Constituencies

16. For the reasons mentioned in paragraph 4 above, we have not considered the question of delimitation of the general constituencies.

##### (b) Special Constituencies

17. The existing special constituencies are.—

- (i) Land-holders,
- (ii) Commerce and Industry, and
- (iii) Planters.

##### (i) Land-holders

18. We are in favour of retaining the special representation for Land-holders. With the introduction of adult franchise the chances of great land-lords being returned through the general constituencies will be very remote. To abolish the special representation at present accorded to them at a time when the size of the electorate is increased and representation is conceded to other special interests will give rise to a legitimate sense of grievance. "The land-owning classes by reason of their status, heredity and instincts have acquired a peculiar position in the body politic. It would be wrong to condemn them as a body and deprive them of the protection of their interests." (Report of the Sapru Committee, page 165).

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##### \*Rule (3).—

No person shall be included in the electoral roll for any territorial constituency unless he has attained the age of twenty-one years and is either—

- (a) a British subject ; or
- (b) the Ruler or a subject of a Federated State ; or
- (c) if and so far as it is so prescribed with respect to any Province, and subject to any prescribed conditions, the Ruler or a subject of any other Indian State.

### Qualifications

We have received some suggestions for lowering the qualifications for this constituency. Under the existing rules, a voter in the constituency must be a pattadar of the State owning lands charged to a land revenue assessment of Rs. 250 or more. The object of this constituency is to represent the special interests constituted by the great land-holders as distinct from the small proprietor or proprietor of moderate means. We regard it therefore as important that the franchise qualifications should not be placed so low as to deprive the electorate for this seat of its distinctive character. The qualification originally prescribed was ownership of land charged to an assessment of Rs. 1,000 or more. The amount of the assessment was reduced to Rs. 500 on the recommendation of the Franchise Committee of 1930 and to Rs. 250 on the recommendation of the Committee appointed in 1937. We are not only against any lowering of the existing qualifications, but we regard it as essential that for the true representation of the real land-owning classes (Jenmies) the assessment which is the basis of the qualification should be restored to Rs. 500 or more.

#### (ii) Commerce and Industry

19. The necessity for having the representation of this interest at a time when the State is on the threshold of industrial and commercial developments, does not require to be emphasised. The weight of evidence also is in favour of retaining this seat. As regards the qualification for this constituency we do not think that any change is required in the rules.

#### (iii) Planters

20. We are unanimously in favour of the abolition of this constituency. It is a very small constituency, the number of voters being only 33. Planting is allied to industry and in view of our recommendation to continue the seat for Commerce and Industry, there is, in our opinion, no need for special representation for Planters.

#### Women

21. We are of opinion that the special representation for women should be continued. Although women are free to contest constituencies on the same terms as men it would be necessary to secure a minimum representation for them, in view of the important position which they occupy in society and the vital questions specially affecting their interests which might come up for consideration in the Legislature. The creation of special constituencies is the method best calculated to achieve this object. There are now two seats reserved for them in special constituencies—one in Trichur (Trichur Town North and South comprising the entire Municipal area) and the other in the Ernakulam General Constituency. All the voters entitled to vote in the general constituencies of Trichur Town (North) and Trichur Town (South) (including Ezhavas and Latin Christians) together elect one member and all the voters and Latin Christians) elect the other member. A suggestion has been made that the two constituencies for women may be fixed on a rotation basis—"If Ernakulam and Trichur are represented in one Council, Cranganur and Irinjakkuda may be represented in the next and Kunnamkulam and Chittur

after that and so on." There is also a demand for more seats for women. But these are matters for consideration in connection with the delimitation of constituencies which is to be taken up later on (as mentioned in paragraph 4 above). In this Report we are only recommending what special interests in our opinion require representation in the Legislature, apart from the extent of such representation which naturally has to depend upon the size and composition of the Legislature.

#### Labour

22. Separate representation is now given to Labour by the method of nomination. The demand for representation by election was not accepted by the last Franchise Committee in view of the absence of properly constituted and accredited Labour Unions or organisations and the difficulty of finding a definite and manageable electorate. Since then, Labour has been steadily organising itself, although it cannot be said that it has become thoroughly organised. There are now nine Labour Unions, the earliest of which was registered in 1939, with varying strength and a total membership of 6,493 workers. Labour is now part of the programme of every political party, and in view of the fact that the lowering of the franchise would enable the labouring classes (organised and unorganised) to secure much larger representation on the electoral roll, we have considered the question whether there would be real need for separate representation of this interest. But doubts have been entertained whether even under these conditions Labour will be able to return representatives of its *own* choice from the general constituencies. The following extract from the evidence given before us by the President of the All-Cochin Trade Union Council, visualises the situation fairly correctly. —

"There are political parties coming in and trying to create a split in Labour. One political party says that they must have Labour with them, another party says that they must have Labour with them, and both parties say that Labour is with them. There is that difficulty. So the actual Labour representative may not be there."

It is important, we think, that organised Labour should have the means of making its wants known to the Legislature through its own representative. We accordingly recommend that special representation may be given to Labour by election.

#### Method of Representation

23. The method most likely to be effective for securing the return of the best representative of Labour is that of election by registered Trade Unions. The working of this method would also exercise an important influence on the healthy development of Trade Unions. In order to qualify as an electoral unit in this constituency, a Trade Union should have been registered for a minimum period of one year before the date fixed for the preparation of the electoral roll and must have complied with all the conditions required by the Trade Unions Act. It would also be necessary to institute a thorough enquiry into the working of each Union before it is certified as fit for recognition for electoral purposes, and to confine the franchise strictly to genuine, stable and efficient Trade Unions.

#### Qualification of Electors and Candidates

24. The qualification for voters in this constituency will be paying membership for at least six months of a registered Trade Union which is

entitled to recognition as a member of this constituency. The candidate for the Trade Union Constituency should be either a member or honorary member or an official as defined by the Trade Unions Act, of the Trade Union concerned, his position in any of these capacities being of not less than one year's standing. The recommendations in paragraph 498 of the Hammond (Delimitation Committee) Report with regard to the other details of the qualifications may with advantage be adopted.

#### Communal Electorates

25. The principle of communal electorates is foreign to the true notion of responsible Government. Such electorates have avowedly the purpose of returning representatives who owe allegiance to their own community and not to the people as a whole. They have no need to seek the support of other communities and the other communities having no hand in the return of these representatives have accordingly no control over them. The perpetuation of communal electorates tends to keep communities apart. Until the communities are brought together in a common electorate there is little prospect of the evolution of a spirit of common citizenship without which the system of responsible Government cannot satisfactorily develop. We recommend that communal electorates should be abolished and be replaced by a system of reservation of seats in joint electorates in cases where special representation is considered necessary for any community. The candidate returned for the reserved seat will be the representative of *all* his constituents to whatever community they may belong and not solely of his own community. The contact between voters of different communities in a joint electorate tends to promote mutual understanding and foster a sense of give-and-take among the communities.

#### Ezhuvas and Latin Christians

26. The existing communal electorates are the special constituencies for Ezhuvas and Latin Christians. Ezhuvas had communal electorates from the very beginning. Latin Christians were given special representation for the first time only in 1937. We are gratified to find that these two communities are not opposed to the abolition of communal electorates and the substitution in their place of reservation of seats for them in joint electorates.

#### Muslims

27. Muslims now have seats reserved for them in joint electorates. Until 1937 they had a communal electorate where they had only one seat with the additional privilege of voting and contesting in the general constituencies. The last Franchise Committee gave them two seats (instead of one) in communal electorates, but made a definite recommendation that voters in communal electorates should not have the right to vote or contest in the general constituencies. The Muslim member of that Committee (our colleague Dr. A. K. Kunhalu) in his dissenting note pleaded for the right to vote and contest in general constituencies in addition to the two seats secured to them in communal electorates. This demand was again pressed by a deputation of leading Muslims of the State, before the Diwan, but was not accepted by Government. In their order on the Committee's recommendations, Government characterised the claim as "inconsistent in theory and inequitable in practice". In view

of the desire of the community to remain in the general constituencies, it was ordered that special communal electorates for Muslims were to be abolished and seats reserved for them in suitable general constituencies with the right to vote and contest in all the general constituencies of the State (Order L-4. 19676 of 1112, dated 22nd October 1937).

28. The old claim of special electorates with the right to take part in elections in the general constituencies has again been raised before us now. The grounds in support of the claim are those already set forth in the dissenting minute appended to the Report of the last Franchise Committee. It is conceded that the system of communal electorates as such is "a highly retrograde step of keeping different communities in water-tight compartments". But the Muslim claim, it is stated, represents a compromise between communalism and nationalism.

The minute says.—

"The anxiety that the Muslims should not be excluded from general constituencies is the result of a feeling that the inter-dependence and the inter-relation of the different communities of the State in the exercise of franchise are conducive to the development of healthy principles of civic life. It is not so much the prospect of securing any additional seat from a general constituency as our anxiety to build up healthy inter-course between communities that makes the Mussalmans demand a right to vote in general constituencies."

We are in full accord with these noble sentiments. But is it fair or consistent with the principles stated above that, while insisting on the right to take part in the elections in all the other general constituencies, they should exclude other communities from participation in the return of their own candidates? The claim is both "inequitable and inconsistent". The only fair compromise under the circumstances is the reservation of seats in joint electorates. We may also point out that this claim is now put forward only by those members of the Muslim community who are adherents of the Muslim League. The "Majlis" on the other hand, favour the continuance of the existing system of reservation of seats in joint electorates. We are definitely of opinion that the existing system should be continued and requires no change.

#### Depressed Classes

29. Among the communities which labour under certain disabilities on account of their social and cultural backwardness, the "Scheduled Castes"\* call for separate consideration. They number 1,41,154 forming nearly one-tenth of the population of the State. Their condition may be said to be steadily improving and they are slowly organising themselves for greater recognition in the civic and political life of the country. Representation is given to them in the Council now by nomination. They have asked for representation by election instead of by nomination. The nominated member bears no representative character and may not always be the person most approved by the community. They, therefore, desire that their community may be given the freedom to elect its own representative to the Council. We are entirely in sympathy with their aspirations and we recommend the method of election for them, in view also of the educative influence it may have on the political advancement of the community. For reasons stated already, we are unable to accede to their demand for special electorates; but we recommend reservation of seats for them in suitable general constituencies.

\* Census Report, 1941, page 45.

## Reservations

30. The question of reservation of seats has been the most difficult and delicate part of our task. An electoral system in which there is no reservation, would, of course, be the ideal. But so long as the communal problem exists which in the present condition of things we cannot altogether ignore, such a solution does not seem to be possible of immediate achievement. The population of the State may be classified under three broad categories—Hindus, Christians and Muslims. Muslims have seats reserved for them now in general constituencies. Since we are against communal electorates, Ezhuvas (among Hindus) and Latin Catholics (among Christians) claim in their place reservation of seats for them in general constituencies. If special protection is to be continued in favour of any community, the claim of the Depressed Classes is no less strong—indeed it is much stronger—than that of the above three communities. The main reason for granting special representation is that on the existing qualifications the voting strength of these communities is disproportionately low as compared with their population. With the introduction of adult franchise this disparity will disappear and each community will get a voting strength proportionate to its numerical strength (equal to nearly half of its population). The question of reservation of seats for particular communities has, therefore, to be re-examined in the light of this changed position. Two views have been presented to us. On the one hand it is pointed out that any reservation of seats for these communities when their voting strength will be considerably augmented on the revised franchise will put them in a position of distinct vantage over the other communities which do not at present enjoy such special representation. It is argued that they cannot legitimately insist on the continuance of safeguards which become no longer necessary in view of the extension of the franchise and the continuance of which would enable them to obtain an undue advantage to the detriment of the other communities. On the other hand, the communities which enjoy such special protection now are unwilling to waive it, as according to them an immediate increase in their voting strength, however large it might be, may not of itself avail to secure proper or adequate representation for them. They are therefore keen on retaining it and have no objection to reservation of seats for the other communities also as an offset, to allay any apprehensions in the matter.

31. The problem of reconciling these different points of view has engaged our careful consideration. We are anxious that any solution we may propose should have behind it the largest measure of agreement among the communities. Until the results of the first few elections on the revised franchise are known, it cannot be predicated with any degree of certainty whether the apprehensions of any of the communities are well-founded or not. In the absence of agreement to dispense with reservation altogether the only solution which appears to be just and equitable under the circumstances is to place the different communities on a par with each other in this respect by guaranteeing a minimum number of seats to each of them, leaving the rest for open contest by all. We accordingly propose that not more than 50 per cent of the seats which each of the communities will be entitled to on the basis of their population may be reserved for them, the rest of the seats in the general



constituencies being thrown open for contest. For the purpose of such reservation the communities shall be grouped as follows.—

- (i) Hindus (9,02,133)
  - (a) Depressed Classes or Scheduled Castes (1,41,154)
  - (b) Ezhuvas (3,27,129)
  - (c) Other Hindus (4,33,850);
- (ii) Christians (3,99,394)
  - (a) Latin Christians (1,21,025)
  - (b) Other Christians (2,78,369); and
- (iii) Muslims (1,09,188).

(The figures within brackets denote the population of the respective groups according to the 1941 Census)

Any fraction of a seat, which any of the six groups, classified as above will be entitled to on the above calculation, is to be surrendered in favour of constituencies thrown open to contest by all. If, for example, a community is entitled to a total number of nine seats on the population basis, four seats will be reserved for them and five thrown open for contest. The idea is only to guarantee a minimum reservation. The principle underlying this proposal and the proportion of reservation suggested above have the unanimous support of the Committee. The division of groups shown above has the approval of the majority. Rao Sahib K. Ayyappan wants the sub-division of Hindus, for this purpose, to be as follows:—

- (a) Depressed Classes,
- (b) Caste Hindus, and
- (c) Non-caste Hindus.

This classification does not find favour with the rest of the Committee. Mr. P. Govinda Menon would have only two groups among Hindus—(a) Depressed Classes, and (b) Other Hindus.

32. The scheme formulated above is the result of a genuine effort to arrive at a practicable formula just and equitable to all. While not ignoring communal claims, it seeks to reconcile them on an equal footing, leaving a wide field for mutual co-operation among the communities, with the freedom and opportunity for each to develop in the political sphere according to its genius. We are anxious that the new constitution should start and work in an atmosphere of communal harmony and political contentment. It is our hope that the necessity for such safeguards will continue only for a limited period. We look forward to the time when, with the growth of parties based on principles and programmes, the communal outlook will altogether disappear from the political field and we hope that the scheme proposed by us will, if worked in the spirit in which it is conceived, pave the way, in due course, for an electoral system in which there will be no need for reservation or safeguards of any kind.

#### Method of Voting

33. One of our points raised in our questionnaire is whether it is necessary or desirable to make any change in the mode of exercising the franchise

consequent on any re-distribution of the constituencies or reservation of seats in them. The system of reservation of seats in joint electorates involves the creation of multi-member constituencies. There are only two such constituencies now, Mattancheri and Cranganur in which seats are reserved for Muslims, and it is the cumulative system of voting that is adopted there. (See rule 34 (2) of Schedule III of the Electoral Rules.) Under the cumulative vote system the voter has unfettered freedom to dispose of his votes as he likes, "plumping" them all for one candidate or distributing them. But it is pointed out that this method of voting may defeat the real object of joint electorates which is that members of each community should be elected with the support of voters of all the communities. It has therefore been suggested that it should be replaced by the distributive vote, according to which each voter can give only one vote to each candidate. This is a matter intimately connected with the delimitation of the constituencies and the determination of this question may depend upon, or be influenced by, various considerations arising out of the actual mode of delimitation. We think that it will be more satisfactory to leave it to be decided after the delimitation of constituencies in the light of the proposals made in paragraph 31 above, is finally completed. We do not, therefore, propose to express any opinion on this question.

#### Conclusion

34. Before concluding our Report, we wish to express our grateful thanks to all those who have helped us with their views and suggestions on the various issues involved in our enquiry. We also desire to place on record our deep appreciation of the able assistance we have had from the Secretary of the Committee and the staff under him.

We have the honour to be,

Sir,

Your most obedient servants,

1. Rao Bahadur T. S. Narayana Ayyar, Chairman (Signed)

2. Mr. Thomas Manjuran

..

3. Rao Sahib Komattil Achyutha Menon

..

4. Rao Sahib A. Madhava Prabhu

..

5. Mr. M. Sivarama Menon

..

6. Mr. L. M. Pylee

..

(With a separate Note).

7. Mr. P. Govinda Menon

..

8. Rao Sahib K. Ayyappan

..

(With a Note)

9. Dr. A. K. Kunhalu

..

(Subject to a note of dissent).

Signed

Mr. N. S. Radhakrishna Sarma (Secretary)

APPENDIX  
QUESTIONNAIRE

1. Should there be any addition to the existing heads of qualifications for voters? If so what addition or additions do you recommend?

*N.B.*—The present qualifications are as follows.—

A person shall be qualified as an elector for a general constituency who—

- (a) is a pattadar of the State whose land is charged to any land revenue assessment; or
- (b) is a State Devaswam tenant holding land charged to any land revenue assessment; or
- (c) is a tenant of a landholder or landholders holding land in the State on *kanam, adima, anubhogam, inam* and other cognate tenures charged to any land revenue assessment; or
- (d) pays any Municipal tax to a Municipal Council in the State; or
- (e) is a tenant of premises assessed by a Municipal Council in the State on an annual rental value of Rs. 30 or more; or

(f) is a registered owner of fishing stakes in the State paying any annual revenue assessment; or

(g) is one who has passed—

(1) the School Final Examination (declared eligible for Public Service or College admission or both) or its equivalents such as the Cambridge Senior or the Matriculation; or

(2) Oriental Titles Examination; or

(3) Sanskrit Pandits Examination; or

(4) Bhushana Examination; or

(5) Malayalam Pandits' Examination; or

(6) Arabic Moulvis' Examination; or

(7) such other tests as may, from time to time, be prescribed by the Government in this behalf; or

(h) is a Barrister-at-Law or legal practitioner recognised by the High Court of Cochin, or the High Courts of Mysore, Travancore or British India; or

(i) (1) is a qualified Medical Practitioner not below the grade of (i) an L.M.P., (ii) an L.I.M.; or

(2) is the holder of a Veterinary Diploma; or

(3) is an Ayurvedic Medical Practitioner recognised by the Government in this behalf; or

(4) has passed such other tests as may, from time to time, be prescribed by the Government in this behalf; or

(j) is in receipt of a pension of not less than Rs. 10 per month for service under any Government or local or special body constituted by law; or

(k) pays anything by way of income-tax.

*Note.*—(1) The term "cognate tenures" in clause (c) above includes panayams or usufructuary mortgages subject under the terms of the document to renewal at fixed periods on payment of renewal fees.

(2) "Municipal tax" in clause (d) above does not include tax on animals, vehicles and companies.

If property is held or payments are made jointly by the members of a joint family or by joint pattadars, the family or joint holding shall be adopted as the unit for deciding whether under this schedule the requisite qualification exists; and if it does exist, the person qualified shall be the member authorised in writing by a majority of the joint holders, or in the case of a joint family either a member so authorised, or in the absence of such authorisation, the manager thereof.

A person may be qualified either in his personal capacity or in the capacity of a representative of a joint family or of joint pattadars, but not in both capacities.

Save as hereinbefore provided, no person shall be qualified as an elector for a general constituency in respect of any property unless he possesses the prescribed property qualification in his own personal right and not in a fiduciary capacity.

2. Should any of the qualifications mentioned above be lowered or modified, and if so, to what extent?

3. Do you advocate adult franchise?

If so, would you extend the franchise to all adults or confine it to literates?

What is the minimum age you will prescribe for an adult to exercise his franchise?

Would you suggest any safeguards with respect to any particular community or communities?

4. (a) Are you in favour of communal electorates?

If so, which are the communities for which you will recommend communal electorates?

(b) Do you consider any change necessary in the existing system of communal electorates?

5. If you are not in favour of communal electorates, would you advocate reservation of seats for any community in General Constituencies?

In your opinion is any change necessary in the existing system of reservation of seats for Muslims in General Constituencies?

6. Is any re-distribution of the existing constituencies (general or special) necessary? If so, what is the re-distribution that you would recommend? (In making recommendations for the re-distribution of the constituencies, the existing number of elected seats should not be exceeded).

7. Are you in favour of continuing all the existing Special Constituencies?

*N.B.*—The Special Constituencies now existing are—

- (1) Landholders,
- (2) Planters,
- (3) Commerce and Industry,
- (4) Latin Christians—Ernakulam,  
Do. —Mattancheri,  
Do. —Cranganur,
- (5) Ezhavas—Cochin-Kanayannur,  
Do. —Mukundapuram,  
Do. —Trichur,  
Do. —Talappalli,  
Do. —Chittur.

8. Is it necessary to make any changes regarding Special Constituencies either in relation to their general nature or their number?

9. Do you recommend any modification of the existing qualifications prescribed for voters in the various Special Constituencies? If you do, on what lines would you modify the present rules?

*N.B.*—The present qualifications are as follows.—

### 1. Landholders

A person shall be qualified as an elector for the Landholders Constituency if he has resided in the Cochin State for not less than 120 days in the previous year and if he is a pattadar of the State owning lands charged to a land revenue assessment of rupees two hundred and fifty or more.

Where lands are registered in the name of a single holder the name of that holder alone shall be entered in the electoral roll.

Where lands are held by several persons as members of a joint family or as trustees of a Devaswam, the person qualified shall be the member or trustee nominated in writing by a majority of the adult members of such family or of such trustees as the case may be, provided, however, that in the absence of such authorisation in the said manner in regard to a joint family, the manager thereof shall be the person qualified.

### 2. Planters

A person shall be qualified as an elector for the planters' Constituency if he has resided in the Cochin State for not less than 120 days in the previous year and if he holds or is the recognised manager or a nominee in this behalf in writing of a company or association holding not

less than 75 acres of lands in the Cochin State, for the purpose of cultivating coffee, tea, rubber, or the like or a combination of one or more of such plants,

### 3. Ezhuvass and Latin Christians

A person shall be qualified as an elector for an Ezhuvass or Latin Christians' Constituency if he is an Ezhuvass or Latin Christian respectively and has the qualifications prescribed for a voter of a General Constituency.

### 4. Commerce and Industry

A person shall be qualified as an elector for the Commerce and Industry Constituency, who has resided in the Cochin State for not less than 120 days in the previous year and who—

(a) is the owner of a factory which falls within the definition of a factory as defined in the Cochin Factories Act, II of 1113, which is situated in Cochin State and in which work has been carried on during the previous year; or

(b) is a partner in a firm owning such a factory or is the representative of such a firm and has been nominated in writing by the firm for the purpose of voting in its behalf; or

(c) is a director or representative of a company as defined in the Indian Companies Act as made applicable to Cochin State, having a place of business in the Cochin State and a paid-up capital of not less than rupees five thousand, and who has been nominated in writing for the purpose of voting in its behalf by a majority of the directors; or

(d) is a person whose annual income from commerce and industry or both together is assessed at Rs. 2,000 or more for the purpose of income-tax; or

(e) is a partner or representative of a firm having a place of business in the Cochin State and is assessed at Rs. 2,000 or more for the purpose of income-tax and has been nominated in writing by the firm for the purpose of voting in its behalf; or

(f) is a representative of a Chamber of Commerce, Registered Merchants' Association or such other associations recognised by the Government for this purpose.

10. Do you think it necessary to make any change or changes in the mode of exercising the franchise following any re-distribution or reservation?

### Dissenting Minute by Dr. A. K. Kunhalu

I have to express my strong dissent from the recommendations of the Franchise Committee regarding Muslim representation in the legislature. The Muslim community is sure to oppose stoutly the implementing of the recommendation which is against the universal desire of the Muslims to have special electorates and thereby to precipitate political turmoil instead of communal harmony and political contentment which the Committee hopes to inaugurate. It is unfortunate that the Committee has not cared to examine the reasons advanced by the Cochin State Muslim League which is the only authoritative and representative organisation of the Muslims of Cochin and the representations made by other prominent Muslim citizens in support of the demand for special electorates. The Committee ought to have given due consideration to the fact that the very Muslim representatives who pressed on the attention of the Government the sentiments expressed by me in my dissenting minute to the report of the last Franchise Committee for which the committee commends me, now strongly plead as a result of experience gained by them in the working of the system of reservation that communal electorates alone would provide adequate safeguard for returning true representatives of the community. It would be the height of political bankruptcy to ignore the sentiments of the community and proceed to legislate on the ostensible plea of nursing the growth of healthy national life. It is needless for me to state that it is impossible to create conditions favourable to the growth of communal amity and concord by imposing a system of representation on a community against its wishes and

considered will. It would only serve to sow the seeds of communal disharmony and animosity from the very beginning. In this connection I fail to understand how the mushroom organisation, the so-called Majilis, whose membership is limited to not more than a score of members has acquired so much importance in the eyes of the Committee so as to flout the majority view of the Muslims.

The recommendation of the Committee has resulted in double injustice to the Muslim Community. It seeks to impose the reservation system as against special electorates. Secondly it has reduced by half the quota of seats they are entitled to on population basis though their demand was for weightage in addition to the number of seats based on numerical strength. I desire to take this opportunity to bring to the notice of the Committee that Muslims have been granted separate electorates throughout India and this system has been working successfully since a very long time. But Muslims in Cochin made a departure from this mode of reservation with a view to make a trial of the system of reservation which is alleged to reconcile the claims of nationalism. But they found it impossible to return Muslim candidates in whom the community could repose confidence. The danger of the candidates of the community's choice being out-manoeuvred and defeated by the preponderating electoral strength of the major community was clearly brought home to the Muslims during the last election, when the Prajamandal put up a Muslim candidate of its own in opposition to the candidate who was supported by the majority of Muslim voters. In the Reserved Constituency the community for which reservation is granted forms only a minority of the electorate and hence the real power in choosing that community's representative resides in the majority community constituting the majority of the electorate. Such a contingency tends to defeat the very object of special representation which is intended to safeguard the minority's rights and interests which would often be in collision with those of the majority. The tendency in Cochin as in British India seems to be for political parties to develop along communal lines and hence as time passes it would become more and more impossible for Muslims to return their real and true representatives to the Legislative Council. So long as the principle of communal representation is conceded for minority communities and classes in view of their special rights and interests arising out of their peculiar circumstances which are distinct from other communities or classes it is only an elementary proposition that suitable machinery should be provided in returning candidates on whom the community can depend to advocate their cause in the Legislature. Separate electorates alone for reasons stated above and on the admission of the Committee itself can furnish such a machinery. Hence I would strongly urge the desirability of granting Muslims special electorates.

As regards the Committee's assertion that it is inequitable and inconsistent to grant Muslims special electorate and also the right to take part in the election in all other constituencies it has its refutation in the Committee's own recommendation to provide special electorates for Labour and also to allow them to participate in elections in general constituencies. The Committee asks whether it is fair or consistent that Muslims while insisting on their right to take part in the election in all the other general constituencies, should exclude other communities from participation in the return of their own candidate. But, could it not be asked with equal force why the Committee should allow Labour Special Electorate and also the right to take part in the elections in all the other general constituencies while excluding other classes from participation in the return of Labour candidates especially when the interests of Labour do not come in clash with the general mass of voters. The Committee has recommended special constituency for land-holders and trade interests also, without taking away their right to participate in the election in general constituencies. The Committee does not find such an arrangement inequitable and inconsistent. The obvious fact which emerges out of the provision of special electorate for Labour, Landlords and Commerce, is that the Committee admits though against its own argument that special interests, class or communal, can secure effective representation only through separate electorates and not by a system of reservation and secondly such separate representation is not in any manner incompatible with the right to take part by the class or community concerned in the election in General Constituencies. Neither would it militate against the claim of nationalism nor hinder the growth of mutual understanding and sense of give and take among the communities. It was on account of these reasons that Muslims demanded special electorate and the right to vote in General Constituencies which would provide the best arrangement calculated to reconcile the claim of communalism and nationalism.

The Committee's recommendation drastically reduces Muslim representation to half of what they are entitled to on the basis of their population. This cannot be too strongly condemned.

Muslims as a minority have been given weightage in representation in all British Indian Provincial Assemblies. In Madras Assembly Muslim representation is double its quota based on population. So also in other Provincial Assemblies where Muslims are in a minority. Even in the case of Hindus who form a majority community in the whole of India, in all Provinces where they are in a minority, they are given adequate weightage in the matter of representation even to the extent of reducing Muslims from a majority community to a majority party in the Assembly. This being so; I fail to understand the reasons which prompted the Committee in departing from the salutary principle of allowing the Muslim minority weightage and take the unkind step even of cutting down their share on the basis of population. I make bold to say that Muslims would strongly resist any attempt to whittle down their legitimate share of representation.

I have tried to bring out the unanimous sense of the community that their representation in the Legislature should be through nothing less than simple unadulterated separate communal electorates. The community's demand to take part in the elections in the General Constituencies is borne out of their earnestness to mingle in the General Electorate so as to develop 'healthy intercourse' between communities without in any way affecting the protection of their rights. If the Committee will not allow them the privilege of interdependence and inter-relation which has been allowed to Labour and other special interests without Muslims forsaking a method of election which they regard vital for safeguarding their political rights and interests and which had been admittedly found by the Committee as the only suitable device for the representation of special interests in as much as they have granted special electorate for Labour, etc., they are prepared to forego their claims in regard to General Constituencies and will be satisfied with communal electorate alone. On the strength of population, Muslims are entitled to 8 per cent of the seats in the Legislature. If the all-India policy of allowing weightage is to be adopted, Muslims are entitled to 16 per cent of the seats. I would strongly recommend that 16 per cent of the seats in the Legislature be granted to Muslims through special electorates.

(Signed)

A. K. KUNHALU

#### Note by Mr. L. M. Pylee

In para 31 of the Report, dealing with the question of reservation of seats, it is proposed that 50 per cent of the seats which each of the communities (as mentioned for the purpose in the Report) will be entitled to, on the basis of its population, may be reserved for each community, and the rest of the seats may be included in the general constituencies and left for open contest. It is also proposed in this connection that in dividing the seats for this purpose (not more than 50 per cent for a community and the rest to be passed on to general constituencies), the fraction of a seat, if any, will be surrendered to the general constituencies. I think it will be unfair to apply this latter proposal to a community, if eventually it finds itself, on the population basis, entitled only to less than four seats (whether in the Lower or in the Upper Chamber). If, for example, one of the communities finds that on the population basis its quota is three seats, then only one seat will be reserved for it and the other two will go to the general constituencies, where its candidate may or may not get a seat in the contest. In such a case it would only be fair to reserve for the community the whole seat the fraction of which is proposed to be surrendered to the general constituencies by the Report. It may be that in the future constitution, the contingency of a community entitled to less than four seats calculated on the population basis might not arise. But the division of the community may not ever remain the same as is now set forth, and on principle the safeguard I suggest has to be made even though the contingency may be remote. Moreover, if a Second Chamber is to be introduced, even on a restricted franchise, the method proposed by the Report might be made applicable for elections to that chamber also, and then the danger may be a real one. I therefore suggest that in the case of any community finding itself entitled on a population basis to less than four seats only, the fraction occurring in the division of seats between the community and the general constituencies should be surrendered in favour of the community concerned.

I am also of opinion that the method proposed of dividing the seats between each of the communities on the one hand and general constituencies on the other should not be made applicable to the Depressed Classes, as the chances of their candidates winning at elections in general

constituencies are very meagre, for reasons that are well-known. I therefore suggest that in the case of the Depressed Classes, all the seats to which they are entitled on population basis should be reserved for them.

Ernakulam, }

Dated 19th October 1946. }

(Signed)

L. M. PYLEE

#### Note by Rao Sahib K. Ayyappan

I am unable to agree with certain of the conclusions arrived at, and opinions expressed in this Report. Hence this Note.

I had already indicated in the course of the discussion in the Committee that there is no need for a Second Chamber in Cochin when adult franchise is granted. The upper Chamber, visualised by the majority of the members of the Committee is admittedly one to be elected on a distinct and high franchise, and is intended "for the purpose of checking hasty or illconceived legislation by a House elected on the basis of adult franchise". In other words, it is calculated to exercise a veto on some at least of the decisions of the people's representatives in the Lower House. The proposed Chamber by the very statement of the purpose for which it is sought to be created is an expression of the want of confidence in the ability of the Lower House to get up considered and well-conceived legislation. It is as such also an expression of no-confidence on the electorate to come. I have no doubt that a Second Chamber of this kind is going to be a hotch-potch of reactionarism and of all sorts of vested interests antethetic to rapid progress and general well-being. To say that in almost all countries where adult franchise is in vogue the Legislature has been established on a bicameral basis is a travesty of history. The fact is that bicameral system crept into their constitution under the auspices of limited and high franchise and that even after the advent of adult franchise, this system continues to exist. Cochin has managed so far without a second Chamber. She has no reason to go in for a Second Chamber when adult franchise is granted. Adult franchise is, in itself, the best safeguard against abuses of democracy. Further, I am of opinion that a small State like ours can ill afford to have such a Chamber. It is worth while noting in this connection that the British Indian Constitution which recognises the principle of bicameralism, has provided bicameral legislature only for a few comparatively larger and more important Provinces.

Another point on which I differ from the majority of my colleagues is that relating to the representation for the Depressed Classes. I completely disassociate myself from the statement in the report that the disabilities of the Depressed Classes are "on account of their social and cultural backwardness". (Vide para 29). I would rather put it the other way. It is the social and cultural backwardness of the "others" that is really responsible for the disabilities of the Depressed Classes. The Depressed Classes are politically backward because political rights have consistently been denied to them. There is now an unprecedented awakening among the Depressed Classes. They are striving their best to come to the fore-front and play their legitimate part. It is the duty of all those who have got the good of the State in the uppermost of their minds to help them to come up and not to bottle-neck their efforts. Here is an opportunity to help them. The demand of the Depressed Classes is for separate electorates. I would suggest, as the best, to grant them separate electorates in respect of all the seats they are entitled to on the population basis and also give them vote in the general constituencies. As the second best, I would recommend the reservation of the full quota of their representation with an additional safeguard that only candidates who secure a minimum of forty per cent communal votes polled are eligible for being returned as their representatives. I am strongly of the view that anything short of this will be injustice to that important community.

One more point. For purposes of reservation the committee has decided to group Hindus as (a) Depressed Classes, (b) Ezhavas and (c) Other Hindus. I am still of the opinion that a more equitable grouping will be (a) Depressed Classes, (b) Caste Hindus and (c) Non-caste Hindus. But the majority think otherwise. This is a matter not included in the questionnaire issued by the Committee. Those who gave evidence before the Committee had also had no opportunity to express their views on this. I would therefore suggest that Government should, before passing orders on the proposal, ascertain the views of the Communities concerned, on the subject.

20th October 1946.

(Sd.)

K. AYYAPPAN



REMARKS BY THE CHAIRMAN ON THE MINUTES SUBMITTED BY  
DR. A. K. KUNHALU, MR. L. M. PYLEE AND  
RAO SAHIB K. AYYAPPAN

**I. Dissenting Minute of Dr. A. K. Kunhalu**

1. Our colleague Dr. Kunhalu dissents from the view of the majority on the question of representation of Muslims. The dissenting note deals with the claim of Muslims for separate electorates, with weightage and the right to vote in the general constituencies. As pointed out in our Report, Muslims had only one seat in a special electorate until 1937. The Franchise Committee of 1937 recommended two seats in special electorates. No complaint was then raised regarding the number of seats allotted. The point which was vehemently pressed was the right to contest in the general constituencies in addition to the seats given in special electorates. The dissenting note of our colleague appended to the Report of the last Franchise Committee would show that the community was prepared to be content with even one seat in a special electorate, provided they were given the right to vote and contest in the general constituencies. The demand for weightage now put forward is founded apparently on no reasons other than the desire to fall in line with Muslims in British India.

2. Reference is made to the system of special electorates for Muslims in British India. It is necessary, therefore, to point out the origin of communal electorates for Muslims and the special circumstances which led to their retention in British India. Before the Government of India Act, 1919, the functions of the Legislative Councils were only advisory. Under the Indian Councils Act, 1861, which for the first time sought to establish closer contact between the Government and the governed, the majority in the Councils were officials and the small groups of non-official members were nominated by the Governors, not elected. It was under the Minto-Morley Reforms of 1909 that the principle of election at the Centre and the Provinces was recognised and legalised. But the constituencies (under the Indian Councils Act of 1909) were still communities and groups of various kinds and not general constituencies of the territorial type. It was at this time that the demand was made for communal electorates on behalf of Muslims. According to a Government of India Despatch "the proposal was as a rule adversely criticised". But it was conceded. Later on, owing to the attitude of Britain towards Muslims outside India during the first World War, there was a definite reapproachment between Hindu and Muhammadan leaders, leading to the Lucknow Pact of 1916, under which special electorates for Muslims were recognised throughout India, with weightage in some of the Provinces. This concordat between the Congress and the Muslim League at once enhanced the strength of Indian nationalism and paved the way immediately for a further instalment of constitutional reforms in the direction of "the progressive realisation of responsible Government". With the idea of responsible Government, things had to be looked at from a different angle. The report on Indian Constitutional Reforms by Mr. Montague and Lord Chelmsford strongly deprecated the scheme of separate electorates as "foreign to the spirit of responsible Government". (See paragraphs 228 to 230 of the Report). But they were forced to acquiesce in it reluctantly, as the Congress-League Pact had to be recognised as an accomplished fact, a landmark in Indian politics which they could not possibly ignore. Whatever the defects of the compromise, it was one, which they thought, they ought not to re-open. It was this consideration which weighed ultimately with the House of Commons during the debate on the India Bill. Mr. Montague then assured the House that it was only a temporary make-shift. But unfortunately it has come to stay. Since then every committee on constitutional reforms which had to go into this question has uniformly condemned the system. The Communal Award of 1932 was merely a re-production of the existing system, the concessions to Muslims being defended on the same grounds as those on which the authors of the 1919 Constitution had acted, though the Pact of 1916 had, in the meanwhile, been repudiated by both parties.

3. Everyone is aware of the resentment against the Communal Award in British India. In its actual operation, it has not been found helpful to the harmonious development of the country. It is the conviction of the majority of the people in India (including a good many of Muslims also) that a great deal of the present-day estrangement between the two communities may easily be traced to the system of separate electorates for Muslims. The Sapru Committee, consisting of some of the most eminent statesmen, politicians and constitutional lawyers of British India, have, in their proposals for a new Constitution for India, strongly urged the abolition of special

electorates for Muslims and recommended, in their place, reservation of seats for them in joint electorates (see page 164 of the Report.)

4. It is said that the desire of the community concerned in regard to the form of their representation should be primarily regarded; but on a question of this nature wider considerations should be allowed to prevail against the wishes of a particular community.

5. Our colleague takes exception to the view expressed in the Report that the demand for the right to contest in general constituencies is inconsistent with the claim for special electorates. Reference is made to the special constituencies for Land-holders, Commerce and Industry and Labour to show that such a claim is not inconsistent as the voters in these constituencies are also entitled to vote in the general constituencies. It is not possible to find any analogy between the two. These are special constituencies intended to represent special economic interests as distinguished from communal interests. A subject of the State, to whatever community he may belong, may purchase land and acquire the status of a land-holder. By acquiring an additional qualification as "land-holder" he does not forfeit any right which he has as a citizen of the State. It is unnecessary to labour the point, as the stand now taken lays greater emphasis on special electorates than on the privilege of voting in general constituencies.

6. Exception must be taken to the statement in the note that "the tendency in Cochin as in British India seems to be for political parties to develop along communal lines". So far as Cochin is concerned, the existing political parties as represented in the Legislative Council are non-communal in their creed and composition. In British India all efforts are increasingly seen directed towards the achievement of communal harmony and the subordination of communal interests to national interests. If our colleague has reason to think that it is otherwise in British India, it is best that the people of this State keep themselves free from such developments elsewhere.

## II. Note by Mr. L. M. Pylee

7. The scheme proposed in paragraph 31 of the Report was not intended by the Committee to be applicable to the Second Chamber. It obviously cannot be applicable, in view of the essential difference in the structure and composition of the Upper House as contemplated in the Report.

8. It was after careful and mature deliberation that the Committee finally adopted the principle underlying the proportion of reservation. The first proposal put forward in the Committee was to dispense with reservations altogether in view of the introduction of adult franchise which would give every community a voting strength proportionate to its population. But the communities which are now enjoying separate representation were reluctant to forego it all at once. The Committee was, however, anxious to arrive at a solution based on the largest measure of agreement among them. With this end in view, they ultimately evolved a formula of minimum reservation (see out in paragraph 31) which, while keeping the principle of "no-reservation" as the ideal, would, at the same time, allay the apprehensions of the communities concerned during the transitional stage. The basic features of the proposal are (i) that reservation should be only on the minimum basis; and (ii) all should be on an equal footing in this respect. Hence, it was agreed that fractions were not to be taken into account in calculating the number of reserved seats. The partial variation now suggested by our colleague gives the go-by to the ideal aimed at and agreed to. It strikes at the fundamental principle of the scheme which was the basis of agreement. It moreover, seeks to introduce a limitation which will be invidious in its application and operation.

## III. Note by Rao Sahib K. Ayyappan

9. The statement in paragraph 29 of the Report regarding the disabilities of the Depressed Classes to which our colleague takes exception only reproduces the phraseology of the Cochin Census Report, 1941 (see paragraph 159, page 45). This was also pointed out to him during the consideration of the Report by the Committee at its final sitting on 12th October. That the Depressed Classes are a backward community is not denied. For the purposes of our Report, what is relevant is the *fact* and not the reason behind it.

10. *Representation of Depressed Classes.*—The theory that communal electorates are more equitable in the case of the politically backward communities has been convincingly refuted by

eminent statesmen and writers. Reference has already been made to paragraphs 228 to 230 of the Montague-Chelmsford Report. The following passages are very significant in this connection.—

“Division by creeds and classes means the creation of political camps organised against each other and teaches men to think as partisans and not as citizens; and it is difficult to see how a change from this system to national representation is ever to occur.” (para 229).

“There is another important point. A majority which is given special representation owing to its weak and backward state is positively encouraged to settle down into a feeling of satisfied security; it is under no inducement to educate and qualify itself to make good the ground which it has lost compared with the stronger majority. On the other hand, the latter will be tempted to feel that they have done all they need do for their weaker fellow-countrymen and that they are free to use their power for their own purposes. The give-and-take which is the essence of political life is lacking. There is no inducement to the one side to forbear or to the other to exert itself. The communal system stereotypes existing relations”. (para 230)

11. As regards the extent of reservation for them, the majority of the Committee are of the view that it cannot be in exact proportion to their numerical strength. A community cannot in the same breath proclaim its backwardness and claim equality. To recognise such claim would be to put an effective veto on the progress of the more advanced communities, a result which is not conducive to the welfare of the State.

12. *Division of Groups.*—As stated in the Report, the rest of the Committee are not in favour of the suggested classification of Hindus (other than Depressed Classes) into Caste Hindus and Non-caste Hindus. The division of groups in para 31 rests on a simple basis. Ezhuvas have been shown as a separate group as they already enjoy separate representation and have insisted on its continuance. The Depressed Classes have been treated as a distinct group for the reasons mentioned in paragraph 29 of the Report. With regard to the rest of Hindus, nothing has been done except to leave them where they are now. In the face of the demand for abolition of caste as a barrier to social progress, it is, to say the least, inconsistent to make it the basis of a division for political purposes. The desire, on the other hand, is for greater unification as is manifest from the proposal of our colleague Mr. P. Govinda Menon to have only two divisions among Hindus—the Depressed Classes and Other Hindus.

(Sd.)

T. S. NARAYANA AYYAR

(By order of the Government of Cochin)

P. V. RAPHAEL

*Chief Secretary to Government*



PROCEEDINGS OF THE GOVERNMENT OF HIS HIGHNESS  
THE MAHARAJA OF COCHIN

LOCAL SELF-GOVERNMENT DEPARTMENT

**Village Development and Improvement**

No. 169.—

Read (1) Proceedings LS3-62/21, dated 27th March 1946

(2) Letter dated 14th Mithunam 1121, from the Chairman, Village Development and Improvement Committee

and (3) Sarvadhikariakar's communication G. 1153/22, dated 7th October 1946.

*Order LS3-37918/21, dated 21st October 1946.*

Government appointed a committee consisting of the following gentlemen to draw up a consolidated and balanced three year plan for improving the condition of life in villages.

1. Mr. T. K. Krishna Menon (Chairman)
2. Mr. I. Raman Menon, Retired Director of Agriculture
3. Mr. Joseph Pettah, Professor, St. Thomas College
4. Mr. T. C. Sankara Menon, Professor, Maharaja's College
5. Mr. V. K. Sankaran, Editor, Snehitan, Trichur
6. Mr. B. M. Peter, Ex. M. L. C., Cochin
7. Mr. P. V. Kurian, Merchant, Ernakulam
8. Mr. M. Cherayath, B.A., Teacher, H. S., Irinjalakkuda
9. Mr. V. K. Kutty, Editor, Cochin Mail, Ernakulam
10. Mr. T. R. Ganapathy Ayyar, Editor, Cochin Times, Trichur

2. The report submitted by the Committee is herewith published for general information.

3. Government wish to place on record their appreciation of the valuable services rendered by the Committee in making the report.

(By order of the Government of Cochin,  
Ministry of Public Health)

C. J. MATHEW

*Secretary to Government*

Ernakulam,  
14th Mithunam 1121

From

M. R. Ry. T. K. KRISHNA MENON Avl.,  
Chairman, Village Development and Improvement Committee,  
Ernakulam.

To

The Chief Secretary to Government,  
Local Self-Government Department.

Sir,

**Report—Village Development and Improvement Committee—Submission of**

*Ref:—G. P. L.S3-62/21, dated 27th March 1946*

I have the honour to forward with this the Report of the Village Development and Improvement Committee, constituted as per Government Proceedings referred to above. A Separate Note on Agriculture is due from Mr. T. R. Ganapathy Ayyar, Member. He has been requested to send it without delay.

2. All except Mr. I. Raman Menon, have signed the report. He did not attend any one of the meetings of the Committee. Nor did he send his promised Note on Agriculture, which the Committee expected even at the last meeting, and for which a peon was sent to Trichur. He also sent back the report unsigned when a peon went to him with it. He says that he has no time to go through the report and that he cannot subscribe to some of the views contained in it. A copy of the draft report on all subjects except "Agriculture, Coastal wants and Activities" and "Social Amenities", was sent to him for his advance reference on 3rd Mithunam, and the final report for his signature on 11th Mithunam. It therefore passes my comprehension as to how he says that he has no time to go through the report. If he did not find his way to subscribe to the views expressed by the other members he could very well have prepared a separate dissenting note in any manner he liked, and sent it along with the main report, as is usually done. I am therefore constrained to send the report without his signature.

3. As resolved by the Committee at its last meeting, I am giving below for the information of the Government, the names of the members of the Committee and the number of meetings attended by each.

1. Mr. T. K. Krishna Menon	7 out of 8 meetings.
2. " I. Raman Menon	Did not attend any meeting.
3. " Joseph Pettah	Attended six meetings.
4. " T. C. Sankara Menon	do.
5. " V. K. Sankaran	do.
6. " B. M. Peter	Attended four meetings.
7. " P. V. Kurian	Attended seven meetings.
8. " M. Cherayath	Attended the 1st meeting only.
9. " V. K. Kutty	Attended six meetings.
10. " T. R. Ganapathy Ayyar	Attended five meetings.

4. Before I close this communication, I have the honour to recommend a liberal bonus to Mr. M. Vasu Menon, Clerk, Secretariat, for the extra work he has done for the Committee. He was asked to assist the Committee without prejudice to his duties in the Secretariat. Since the time at the disposal of the Committee was very short, he has had to work very hard both days and on a few nights also. The work has been very exacting. The members of the Committee have already expressed their appreciation of his good work in the concluding part of the

report. It would therefore be only in the fitness of things that he is given a very decent bonus in recognition of his efficient work. Hence my recommendation. I would also recommend a bonus to the Typist of the Secretariat who has been attending to the typing work of the Committee. As there was no full time typist for the Committee, the typist has had to work, out of office hours and during holidays. Hence I consider that he too deserves some remuneration for his extra work.

I have the honour to be,

Sir,

Your most obedient servant,

T. K. KRISHNA MENON

*Chairman*

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The Chief Secretary to Government,  
Local Self Government Department

**Village Development and Improvement Committee—Report of,**

Ref.— Government Proceedings LS3—62/21 dated 27th March 1946

We, the members of the Committee appointed by Government to draw up "a consolidated and balanced three year plan" on Village Development and Improvement in the State, have the honour to submit as follows:—

1. The Government Proceedings, No. LS3—62/21 dated 27th March 1946, which formulate the scope of our enquiry, run thus:—

In his last Budget Speech, the Minister had mentioned about a planned three year programme to make Life in Villages worth living. The Heads of Departments were therefore asked to suggest ways and means accordingly. Government are now pleased to constitute a small Committee consisting of the following persons to draw up a consolidated scheme.

1. Mr. T. K. Krishna Menon (Chairman)
2. " I. Raman Menon, Retired Director of Agriculture Member
3. " Joseph Pettah, Professor, St. Thomas College, Trichur
4. " T. C. Sankara Menon, Professor, Maharaja's College, Ernakulam
5. " V. K. Sankaran, Editor, Snehitam, Trichur
6. " B. M. Peter, Ex. M. L. C., Cochin
7. " P. V. Kurian, Merchant, Ernakulam
8. " M. Cherayath, Teacher, High School, Irinjalakuda
9. " V. K. Kutty, Editor, Cochin Mail, Ernakulam
10. " T. R. Ganapathy Ayyar, Editor, Cochin Times, Trichur

The function of the above Committee is, to draw up and submit to Government, a consolidated and balanced "Three-Year-Plan" to be taken up for execution immediately for improving the condition of life in villages, by selecting suitable schemes from the Post-War Plans now under the consideration of the Government, and considering the proposals of the Heads of Departments in this behalf.

2. We were asked to submit our report within 6 weeks from the above date. Though the Committee was constituted on the 27th of March, we could commence our regular work only from the 27th of April, owing to the delay in getting Government orders on certain essential and preliminary matters, such as the appointment of a convener, etc. It was only on the 15th of April that Government passed orders on these. Again, the Committee was supplied with the copies of certain parts of the Post-War Plans of the Government on the 18th of May, while copies of the list of works to be executed under Public Health and the Three Year Plan of the Director of Panchayats were received on the 22nd of May and 1st June, respectively. We were anxious to make an elaborate and thorough study of the whole question before arriving at our conclusions. With this Object in view, we made a request to the Government to extend the term of the Committee till the 30th of Mithunam and to relieve Mr. M. Vasu Menon, Clerk, Huzur Secretariat, deputed to assist the Committee of some of his duties in the Secretariat. But, in their letter NoLS3/62/21 dated 31st May, 1946, we were told that it was not possible for the Government to comply with the requests of the Committee. We were also informed that the reports of the other Heads of Transferred Departments have already been disposed of and hence, they need not be considered by the Committee. It was with these obstacles in our way that the Committee had to commence its important work; and the time at its disposal was only 30 days; i. e., from 18th May, to 14th June.

3. The Government order that constituted this Committee indicated that we were to select the schemes from the Plan and Proposals that were before the Government. These we got late; and, even now, the suggestions received by the Government from the several Panchayats, a most important record from our standpoint, have not as yet been sent to us. From the papers in our possession, we find it impossible to formulate a complete scheme for rural uplift in



the State. For, in the first place many of them deal with long-range schemes; secondly they do not deal with all the necessary aspects of the problem; thirdly, the bare lists that are given us, unaccompanied by any report to explain the items and the figures, have been more embarrassing than serviceable to us. We shall just briefly demonstrate our difficulty by a reference to the list of works desired by the Public Health Department. That happened to come to us early. That provides for 51 burial grounds (one alone marked public) to be made at a cost of about Rs. 1,19,900, while it concerns itself only with four crematoriums to be constructed for Rs. 4,000. Again, it asks for 22 slaughter houses estimated to cost at Rs. 60,000, when it refers only to 4 or 5 markets. The improvement of the public market at Chalakkudi is to cost Rs. 40,000 and the price to be paid for the acquisition of a private market and slaughter house is estimated at Rs. 15,000. Mention is made of two parks alone, one at Aranattukara and the other at Nemmara. Does the above list (with no report, nor analysis nor any detailed abstract of total) cover the wants of all the villages? If so, it looks incomplete on the very face of it. To add to our perplexity, a list of works prepared by the Office of the Panchayat Director and which reached us last, contains a column marked "Works of other Departments". This is estimated to cost Rs. 1,28,750, for 3 years. There is nothing to show whether or not this amount covers the cost of the items of the Public Health Department. There may be very cogent reasons to explain away these apparent defects; only we are strangers to them.

4. Next, we shall refer to one of the important items in the Post-War Plan,—to wit Agriculture. Nineteen major schemes are outlined in that Section. Professedly, the plan is meant for the whole State. Then, we cannot understand why the supply of green manure is for Chittur Taluk alone, and why the demonstration farms are confined to the Taluks of Chittur, Talappalli and Mukundapuram. Many schemes are indeed for indeterminate periods, while the cost of some are, in the eyes of laymen unaccountably high. For the production and distribution of coconut seedlings Rs. 41,960 is put down. For the distribution of manures Rs. 27,50,000 for development of fruit industry Rs. 23,640 and for tobacco cultivation Rs. 17,070. The plan takes in a scheme for the establishment of an Agricultural Engineering Division to the Agricultural Department to devise new patterns and designs of tools and to attend to the maintenance of minor irrigation works (Rs. 39,040); one for the Development of Agricultural Research (Rs. 12,646); one for the Re-organisation of entomological section (Rs. 21,250); one for the intensification of Micological work (Rs. 19,530); and one for the development of the Ollukara farm (Rs. 1,58,300). Several doubts assail us. Can we not get the needed tools from the existing institutions in the State and well-known firms outside it? Will it not be better and more profitable for a small State like Cochin to take advantage of the results of the Research Stations elsewhere, instead of investing any amount on them here? The three demonstration farms and the development of the Ollukara farm is to cost Rs. 3,94,750. The existing farm at Ollukara may remain as it is to rear and supply seeds and grass and calves and bulls for the villages and to give practical training to teachers. But, from the past experience, we know that it has served no other outstanding purposes, and so, we are opposed to spending so much more on it, and on new farms which will in no way be useful for developing our villages. They do not appear to be practical measures likely to produce very substantial results. Our idea was to interview a few of the authors of these plans and proposals so as to clear our doubts and to draw on the advice and experience of those experts for guidance in our work. But the refusal of the Government to give the time the Committee wanted, and the reminders to expedite the submission of the report have hustled us out of our intention and we are left to rely on our own resources to take our course through these uncharted waters to our Port of the Three Year Plan for Rural Uplift. We hold with Dr. Johnson that it is no cynical asperity not to confess obligations where no benefit has been received. Thus, we pass on to work out a plan, as best as we could, in these hectic moments that are left at our disposal and relying on our unaided and humble resources.

5. We held in all eight meetings. The Committee was anxious to receive guidance and valuable suggestions as soon as possible from those who were connected with or interested in, the subject of our enquiry; and we, therefore, made it our first duty to issue an "Appeal" to the Public. The appeal was also requested to be published in the papers of the State, and the Editors were requested to make their valuable comments or suggestions on the scheme of Village Development and Improvement.

6. In response to our appeal we received helpful suggestions from a few gentlemen. To them and to those who kindly published the appeal, we owe our gratitude. In this connection, we wish to particularly refer to the valuable memorandum we got from Mr. B. M. Mulloth, the Registrar of Co-operative Societies.

7. As we had to push through the work within the short time, and with the materials at our disposal, we decided to divide the whole scheme of Village Development and Improvement into several component parts, each part being put in the hands of separate members of the Committee as shown below:—

- |   |  |
|---|--|
| 1. Agriculture                                      | Messrs. I. Raman Menon and<br>T. R. Ganapathy Ayyar  |
| 2. Co-operation and Education                       | Professors, Joseph Pettah and<br>T. C. Sankara Menon |
| 3. Cattle, Communications and<br>Cottage Industries | Messrs. T. K. Krishna Menon and<br>V. K. Kutty       |
| 4. Coastal Industries                               | Mr. B. M. Peter                                      |
| 5. Public Health and Sanitation                     | Messrs. V. K. Sankaran and<br>M. Cherayath           |
| 6. Social Amenities                                 | Mr. T. R. Ganapathy Ayyar                            |

8. Mr. Raman Menon failed to furnish his memorandum to the Committee, so that, that had to be prepared by Mr. T. K. Krishna Menon along with the remaining parts of the Report.

The memoranda prepared by the members and every other part of the report were then read and discussed at the meetings, and modified, where needed, before they were finally embodied in the report. Having had to look in this way, some over-lapping and a few repetitions are inevitable.

## II. AGRICULTURE

9. Agriculture, Industry and Trade support the great majority of the population. Agriculture is the main occupation, and rice is the staple food of the people of the State. The net area under cultivation is 4,67,759 acres. The approximate yield of rice is 96,200 tons. According to the accepted standard, the minimum quantity of food which each adult should have is 2½ lbs., of which 1 to 1½ lb. should be cereals. The normal population of the State is 1½ millions. This cannot, as it is, support itself entirely on the produce of the land. It is not possible to appreciably increase further the area of cultivation. Thus, importation of the balance is one way to meet the rest of the demand; or, to make the State self-sufficient, the only course is to increase the production by more intensive cultivation. Thus, a supreme effort has to be properly directed to the problem of food production.

10. Besides the land and human labour, the requisite for this profession are implements, cattle, seeds, manure and water. Against fragmentation it is not possible to fight, more especially in view of the prevailing social laws and customs. It is too late to do so. But the evil can be remedied by co-operative consolidation societies. Barring that, the tenants of the State are more or less favourably placed for the practice of their calling. They have now security of tenure. The unusual rise in prices of agricultural products have somewhat reduced their indebtedness. The Government, Co-operative Societies, Land Mortgage Bank, etc., are trying to help them with funds. They are, as a rule, intelligent and endowed with receptive minds. So that, if a vigorous drive is now made by the Durbar, there is a bright future for agriculture in this country. In passing, we wish to say that the Co-operative Societies, particularly, will have the duty not alone to supply the villagers with materials and money, where really necessary, but also to control the price of products, to distribute and market them to the best advantage of the producers and consumers alike.

11. We do not want, at any rate, at present, motor tractors and moving machines. With the indigenous implements our farmers have been successfully carrying on with their occupation. If experience and the modern technique demand any slight improvements in them, these can be attended to without much expense and any violence to the traditional belief of the cultivators.

12. With the subject of cattle, we shall deal separately. Approved seeds and appropriate manures should be distributed to the ryots, of course at their cost, through Co-operative Societies, Village Panchayats or other agencies. Instead of having costly demonstration farms dotting here and there over the State, it will not be a bad step if the Government will have a farm or two in each village worked under the direct supervision of some of the enthusiastic officers of the Agricultural Department, so as to give ocular proof to the ryots of the locality of the immense profit, that will accrue to them by the use of the right seed and the needed

manure. They should be told and the fact demonstrated that, by this method, the yield would be definitely increased by 20 to 40 per cent. Hesitancy on the part of the cultivator to spend money on seeds and on manurial operations has, in the beginning, to be met by propaganda and publicity". With that expression of opinion in the "Cochin Information", we wholeheartedly agree.

13. At times, the cultivators complain for want of water, at other times about its excess. The Government has had at different times, quite a deluge of petitions and memorials on this subject. We are also aware that the Government is quite alive to the importance of the subject and of the Committees it has constituted to investigate the subject. There is no dearth in the reports too on this subject. Consequently, we think it superfluous on our part to dilate on this subject any further, except to remind the Government of the necessity to repair and restore the wells, tanks and canals that were of old used for irrigating the paddy fields and the waterways that diverted from them the excess water, and also to carry out a few of the major irrigation schemes already outlined by it in the immediate future:

14. One more point alone remains to be touched before we leave this vital topic. It is high time to introduce an agricultural bias in the education of the pupils of the land. We are glad to realise that Government is with us on this aspect of the problem and that it is for affording facilities for the study of elements of agriculture, in all the schools of the State. By way of propaganda among and the inducement to the public to take to it, we would with safety recommend the wide circulation of a Malayalam rendering of Green's *Village Agriculture* published by Messrs. Mac Millan and Company.

#### Summary.

1. Land, labour, implements, cattle, seeds, manure and water needed.
2. Position of tenants better, agencies also exist to help them.
3. Co-operative Societies to supply materials and to market the products.
4. Irrigation to be urgently attended to by Government.
5. Green's "*Village Agriculture*".

### III. CATTLE

15. According to Col. Mac-Carrison, "the great problem of India to-day is sufficient provision of milk, and betterment of bread of cattle". Milk is an important article of dietary, for it is "so nearly a complete food". "The Health of every child, to a great extent even the intelligence of every child, and so the whole physical standard of India's millions depends on the quantity of milk available for children to drink". So remarked the Chairman of the Royal Commission on Agriculture in India. The United Nations Conference on Food and Nutrition that met in America in 1943 recommended a ration of 21 oz. of milk for each individual. Let us examine the comparative figures of the consumption of milk in various countries.

New Zealand	56 oz.
Australia	45 "
Denmark	40 "
England	39 "
America	33 "
Germany	35 "
Canada	35 "
Belgium	35 "
France	30 "
India	6 "

In South India and in Cochin, it is still less.

This is one of the main reasons for the inefficiency of the Indian workmen and the high mortality in the Peninsula. It is seen that, while an average minor in the U. S. A. produces 589 tons in the year, the average Indian produces only 80 tons. The mortality figure in India for every 1000 is 22.4, while in England and America it is 12.4 and 11.2 respectively. The figures of infant mortality are still more distressing. In India, it is 162 for every 1000 children, while in Great Britain and the U. S. A. they are 58 and 54 respectively. In Japan, the average expectation of life is 47, in England and the U. S. A. it is 62 years, in New Zealand 67, while in India it is 27 years only.

17. In India, in the course of 20 years (1920-40), there has been a reduction of 10½% in the number of cattle, whereas, in the course of 5 years (1935-40), there has been an increase of 8 and 5 per cent in England and Germany.

18. The average yield of an Indian Cow is just over 2 lbs. a day compared with the corresponding yield per cow of 20.5 lbs. in Holland, 15 lbs. in England, and 14 lbs. in New Zealand. The fact remains that with 28.5 per cent of the World's cattle, India produces only 12% of the World's milk, while Germany produces the same quantity of milk with 25 million cattle as India does with her 200 million.

19. Cattle wealth depends on breeding, feeding and grazing and in the prevention of the un-restricted slaughter of cattle.

20. It is incumbent on the Government to encourage and foster cattle breeding with vigour. (See opinion of experts in the proceedings of the Board of Agriculture, 1919). Municipalities, Town Councils and Village Panchayats, Co-operative Societies, Veterinary Hospitals, Manure Depots, Rural Reconstruction Centres, etc. should be compelled to maintain good breeding bulls, commensurate with their income and proportionate to the cattle within their jurisdiction. Government should distribute good stock from its farm and other recognised farms. An expert recommends grading up of selected local types with the "Sindhi" bulls for "dairy" and the Kangayam types for "draught" purposes. For the improvement of the buffaloes, "Surti" breed seems to be the best type for our State. Castration of the undesirables has to be conducted simultaneously with the issue of good bulls.

21. Good lusty bulls are needed not alone to cover cows, but also for field work and for carts. Even now, the urban and rural Cochin are connected in traffic by animal tractor, and absence of good oxen is responsible for deficient cultivation and lesser return of crops. India yields only 800 lbs. per acre, while Japan yields 2300 lbs. There is also the all important question of the manure to be supplied by cattle. For, our lands, agricultural and other, are mainly fertilized by farmyard manure.

22. An important cause of the deterioration of cattle is the bad feed that is given to them and also the inadequacy of grazing grounds. The prosperity of cattle depends largely on pasture lands. As has been rightly remarked by a competent authority, "the problem of pasture lands is the backbone of cow protection in India". In England, nearly ½ of cultivable land is left for grazing cattle, in New Zealand nearly one-third, in Japan and Germany one-sixth, while in India 1/26th alone is left for that purpose. In Cochin, it will be still less. It was not so here before, when every village had its free grazing ground. Every village must therefore have its grazing ground.

23. It is imperative on the part of the Government to impress on the people the importance of milk as an article of diet, to induce them to keep well-bred cattle in their houses, to insist on certain public as well as private bodies to maintain stud bulls and to see that every village has its grazing ground with a neat tank in or about it. These grounds must be marked and bordered by trees the leaves of which will be acceptable to the cattle. For the use of the bulls and of the pasture lands, even fees may be charged.

24. The Agriculture and Veterinary Departments should help the villagers to get bulls and cows and with advice as to the most practical method of keeping the cattle in good health and of collecting and preserving the manure for future use. Indigenous mode of treatment should also be encouraged, as it is easily available and more practicable to the ryots than the other.

25. In a recent issue (Vol. v, No. 2) of the "Cochin Information," there is an instructive and illuminating article on the "Livestock Improvement in the Cochin State". We agree with everything that is stated there about the need for it, and the means suggested. Where we differ from it, is, in the over-cautions and conservative policy it outlines in working out its scheme. A Government which spends an enormous sum for its administration machinery should not leave room for the charge of parsimony in a matter of such vital importance as the improvement of its livestock, especially when it is alive to the fact that, unless the matter is attended to be times, "a time may soon come when scarcity for milch and draught cattle may confront the progress of the agricultural, industrial and physical well being of our people". These, in the words of President Roosevelt, form the "stay and strength" of our State. "It is on the tiller of the soil" says the Bhoire Committee Report "that the economic structure of the country eventually rests".

26. To give a completeness to our remarks on the subject, we take leave to extract a few lines from that article, and also to adopt, as far as possible, its language in summarising our recommendations.

27. "All authorities agree in declaring the importance of the buffalo as a dairy animal. The Royal Commission on Agriculture observes that "the she buffalo rather than the cow is the milk producing animal of India". "In the economy of the ordinary village and in the holdings of those engaged in dairying, room should be found for both the cow and the buffalo. There should, in our opinion, be no relaxation in the effort to improve the buffalo". "In actual experience it is evident that, in running small dairies on a cottage industry scale, all over Rural Cochin, the buffaloes are preferred. So also, when put to the plough in deep wet lands, the buffalo is supreme. Therefore, it goes without saying that no cattle improvement is complete without improving the buffalo also"

28. "Giving grants to stud bulls, may be started now to give an impetus in goat rearing at present."

29. "Model cattle sheds may be constructed in as many centres as possible, so that the ryots may get an idea about the construction and the benefits of such housing. People may be made alive to the importance of hygiene in the management of cattle."

30. "Model manure and compost pits may also be constructed in several centres; and the advantages of preserving the dung, litter urine, etc., under ideal conditions impressed on the ryots."

31. Cultivation of fodders and making them and the wild grasses into silages are also important items to be brought home to ryots to fall back upon in seasons of fodder scarcity."

#### Recommendations

1. Milk is an essential article of diet, and so its importance is to be impressed on the people.

2. Cattle is an asset of the State. The stock to be improved, without delay by judicious breeding and the compulsory castration of unfit bulls.

3. Every village should have its grazing ground. Seeds of fodders suited to our State should be distributed free. The villagers are to be educated on the production of fodder crops and the feeding of cattle.

4. People should be guided and helped in the construction of cattle sheds and manure pits.

5. Cattle shows and exhibitions to be encouraged, aided and conducted at several centres.

6. Pirjrapoles and gosalas to be encouraged, and aided.

7. Loans, repayable in easy instalments, to be granted to ryots and cattle breeders on easy terms, for any activity calculated to promote the cattle welfare.

#### IV. COTTAGE INDUSTRIES

32. Agriculture will be as it should be, the main pursuit in Rural parts. It has, however, perforce to be intermittent industry, leaving many idle hours, even days. Even when a farmer is doing all he can to improve his crop, he will yet find that his time is not fully occupied. For his spare time, therefore, he has to find other occupations, called cottage industries. To others who are not agriculturists a reliance on these is a necessity to earn a decent living. Thus, next to agriculture, cottage industries take a leading part in the economic development of our villages. They are also essential to make every village self-contained and self-sufficient. Even those, who consider agriculture as not a fashionable work, will have a good word to say of some of the cottage industries. Any way, we should not spare our Rural life. It would be a sin to do so. "Its healthiness, the beauties of nature, the character of its occupations fatiguing but not wearing out natural force—the closer ties of family coherence, the neighbourliness, its simplicity, absence of temptation not only to extravagant expense but also to the moral poisoning of life", these are a few of the benefits of village life that ought to be prized for their own sake. As President Roosevelt once remarked, "Our civilization rests at bottom on the wholesomeness, the attractiveness and the completeness and the prosperity of life in the Country". Therefore, Agriculture and Cottage Industries must take a prominent part in any plan of Rural Development.

33. We give below an alphabetical list of the Cottage Industries which, according to us could profitably be introduced into the villages of our State.

Bee-keeping.  
 Bell-metal works.  
 Book-binding.  
 Bread-making.  
 Braid and shoe-laces.  
 Button-making.  
 Candlesticks,  
 Brass works.  
 Carpentry (furniture, kitchen utensils, wood-work, cart manufacture, etc.).  
 Chewing materials (Betel leaf, preparations of arecanuts and tobacco).  
 Cigarettes and beedies.  
 Coir-Industry (Cocconut fibre and articles made of it).  
 Dyeing.  
 Flower Garden.  
 Flour milling.  
 Fruit culture.  
 Glass Bangle manufacture.  
 Hand made paper.  
 Hand spinning and weaving.  
 Kitchen Garden (raising different sorts of vegetables).  
 Lace.  
 Lacquer works.  
 Leather work (Boots, shoes, sandals, Bags, etc.).  
 Livestock raising (Cattle, pigs and poultry).  
 Dairying.  
 Manufacture of sweets (Jams, Chutnies, pastry, syrups).  
 Mat-weaving (തഴപ്പായ, പല്ലായ, മെത്തപ്പായ, പനമ്പ്, കൈറപ്പായ).  
 (കൊട്ട, തൊട്ടി, മുര).

and also boxes and hollow receptacles made of these.

Match-manufacture.

Metal Industry (Village Smithy)—

{	Iron Smith
{	Copper Smith
{	Brass Smith
{	Silver Smith
{	Goldsmith
{	Tinsmith

Oil pressing.

Palmyra—leaf umbrella.

Pottery (Pots, pans, etc.).

Rattan works.

Rice milling.

Restaurants (decent tea and coffee clubs as alternatives to taverns and their debasing environments).

Scented sticks.

Screw pine (articles made of it).

Sugar manufacture.

Tailoring and embroidery.

Toys

Vegetable dyes, paints, inks, etc.

Watch and clock repairing.

34. It is not our idea to suggest that every industry should be started in every village. Far from it. A few of these, from their very nature, have to be practised in every village. In many a village, some of these already exist. But, from want of help and guidance, they have not improved with the march of time and are, more or less, not flourishing; while some, which once thrived in certain villages, have for the same reason, or other ceased to exist.

35. We believe that it will be readily admitted that many of these could, we may even say must, gradually be introduced into different villages for the mutual advantage of the villagers as

well as of the State. For this end, there must be a machinery to advise the villagers as to the mode of starting the industries appropriate to each village, to supply the workers, where required, with the materials needed, to control the prices of the products turned out by them, and to market them to the best advantage of the producers. As in China and European Countries, here too, co-operative organisation can well help supply and production, sale and distribution, and keep the farmer and the artisan free from the toll-taking middleman and the monopolising large trader. The Chinese Industrial Co-operative Movement (called the Indusco and C.I.C.) has already revolutionised the social and economic life of several villagers in Shensi). "It calls mass-meeting on national holidays, maintains its own schools and educational groups, its own transport and distributive system, its own marketing and credit organisation, its own medical service, etc. The Atmosphere is one of pride and achievement. One of the first things instituted was a museum of local products and raw materials for industry accompanied by the finished Indusco goods (for comparison, emulation, and improvement). Today every district has one of these—This region is becoming the model settlement of China". (Page 86 of Mr. Mayer Wales' "*China Builds for Democracy*" with a forward by Pandit Jawaharlal Nehru). In fact, "Co-operation can render several signal services to Rural Economy, to the small cultivator and to his brother the village artisan and the small trader". An annual exhibition will engender a spirit of healthy competition, give the stimulus to improve each art, and serve as an advertisement for the articles exhibited.

36. In olden days, there was an unwritten law that the experienced elders should train up the youngsters in the family profession and communicate to these the secrets of the art, so that these knew the needs of the farm according to the ideas of the day, and produced what was considered abundant and encouraging to the conditions of the time. But those days are gone. An external agency has become a felt want.

37. What is the object aimed by this Education? The object should evidently be to prepare the young folk in the best manner possible for such course of life as they are intended to be led to follow, taking their environments, their condition in society and the occupation into account. In rural teaching, the formation of an aptitude for the practice of agriculture in its several aspects, and cottage industries is to be kept distinctly in view. America has already tackled the problem. The new Elementary Schools are organised with a view to prepare for the agricultural era and to infuse into young minds high ideals of citizenship.

38. Our villagers are, as a rule, shrewd and intelligent and are willing to learn and thankful to be taught if approached in the proper patriotic way.

39. A set of itinerant teachers have to be trained for this purpose. Their minds must be in the business; they must be apostles of Rural Reconstruction. They must be able to establish a system of farm management and appropriate cottage industries that will be healthy and profitable, to make the villagers take an abiding and warm interest in the work, "to develop and inspire patriotism and local leadership, to inculcate high community ideals and civic ideas, to stimulate co-operation and, in fine, to assist Rural people to organise for all good purposes that are directed for the betterment of their villages". The teachers of Elementary Schools in villages will be of immense service if they fall into line with this work and are trained to do the job. In the forceful words of Sir W. Beach Thomas, used in his pamphlet on "The Happy Village" we would say, "The power for positive good or negative evil reposed in the elementary teacher is immense. It would be scarcely credible, if one had not seen it, how quickly and thoroughly a schoolmaster of force and fervour can reform the spirit of a village community; and, for this reason, the training of a teacher is an obligation that should precede any decision to aid or not to aid an school".

40. We subjoin as an appendix a valuable paper on "Cottage Industries" by Mr. K. Sreedhara Menon, M.A., (Com.) B.L., to which we invite the early and earnest attention of the Government.

#### Recommendations regarding Cottage Industries

1. Cottage Industries form a valuable item in the plan of Rural Welfare.
2. There must be an agency under the aided supervision of the Government to induce the villagers to start cottage industries, appropriate to the needs and conditions of each village, to supply the villagers, where needed with materials on easy terms of repayment of the cost, to control the price of the products and to market them. Itinerant teachers should go about to train the villagers in these arts.

3. Exhibitions of the products of cottage industries may be periodically held in different centres, with a view to advertise them, and to get ready sales for them, as also to enable the artisans to compare their work with those of others whose works also will be on show.

4. There must be an institute to train the teachers required for this sort of work. The training will have to be from six months to one year. A scholarship may be given to those undergoing the training.

5. There must be a class or classes attached to every village primary school where instruction can be given to the pupils of that village in agriculture and its industries.

6. As to certain Industries, certain villages, where they thrive could be considered as commercial units, working on a self-supporting basis as the product manufactured there find ready sales, besides giving training to the pupils in these industries.

7. It is very desirable to send three or four teachers or officers to Mysore and Hyderabad where a few of these industries are practised in an efficient way. They can also study the mode of procedure adopted therein starting cottage industries marketing the products, and the way and the cost of working the Department in charge of cottage industries.

## V. COASTAL WANTS AND ACTIVITIES

41. The coastal tract under reference lies on the western boundary of the State, and it extends from Chellanam to Pallipuram. On one side of it lies the lagoons, and the other lies the Arabian Sea. This part of the State is densely populated. The mode of cultivation and industrial activities of this area are different from those of the other parts of the State. So, we deal with it separately. After a famine which took a toll of several lives, the condition of the people has bettered during these two or three years, on account of the good price fetched for the cocoanut products. Still, it has to be feared that famine may occur again. We have thus, to find some remedy to enable the people of this area in getting a livelihood. This coastal tract has to be regarded as one of the depressed areas of the State though the revenues derived from this part always go to appreciably increase the State treasury.

42. Before we deal with the industrial side, we have to offer a few remarks on the sanitation, communication and education in the area.

43. The water that we get here is not suitable for drinking purposes as it is saltish and infectious. So, dysentery, typhoid, elephantiasis, and leprosy prevail here. The supply of Always water is the only solution for this problem, unless bore wells can furnish pure water.

44. There are no good roads. Chellanam lies only 7 miles south of Mattancheri. To cover up such a short distance it takes hours now, a road has to be opened there. A road from Vypeen to Pallipuram and another from Chellanam to Pandikudi are urgently needed. These are times of scarcity for food. We get plenty of fish in these parts, but for want of roads, a good part of the catch is wasted, and thousands of people who are anxious to get this fish are not given the opportunity to make use of them. So, we strongly recommend to take up these roads immediately.

45. A word on Education. There is one Sirkar High School in this area. There are one or two private managed High Schools also. A good number of children especially among the poorer classes still remain illiterate, owing to the absence of educational facilities in these areas. So, the attention of the Government is invited in this direction also.

46. Now we come to the industrial side of the question. As we mentioned above, the area is densely populated and the acreage for cultivation is very small. The main cultivation is cocoanut, and the people depend entirely upon cocoanut industry. 75 per cent of the population are poor, and they find it very difficult to get enough for their existence. Whenever there is a famine in Cochin State, the brunt of the attack has to be borne by these coastal areas. Instead of resorting to temporary measures to relieve the people from the effects of famine, a permanent step can be taken to prevent its occurrence. There is a fine port towards the centre of this coastal tract. Raw materials are abundant. The labour is cheap and plenty. Thus, there is a bright industrial future for this part of the State.

47. We shall take up the Cocoanut Industry first. The cocoanut fibre is a valuable raw material which can be converted into beautiful coir mats, coir mattings, coir rugs, cordage coir,



and coir ropes. In pre-war days most of these were made in European Countries like Holland, Belgium, Denmark and Germany, and we were satisfied with sending raw materials for these goods to the different countries of the world. The War has changed the atmosphere and brought about a great demand for Indian products of all kinds. So, the people were forced to seek some means to find a market for their raw materials. Our sister State of Travancore has taken an advanced step, and several factories are being started and properly worked now, especially from Arur to Alleppey. These are places just like our coastal areas. We have got the same facilities as they have. But there are some wrong notions prevalent among the public and also among some Government officials regarding the quality of the fibre available in our State. They think that our fibre is far inferior in quality to that of Travancore, and hence unfit for industrial purposes. Our enquiry shows otherwise. The best quality fibre is 4F fibre and this quality is available only in our State. But it should be admitted that our yarn is slightly inferior in quality to that of Travancore. This is attributable not to the fibre, but to the process of spinning the yarn out of it. The Cochin spinners are not taking any interest to improve the quality of their yarn, the reason being that there is enough demand for the inferior quality for making certain varieties of ropes. This problem can be easily solved by educating the spinners to spin the factory variety. Three places may be chosen to start model factories for manufacturing coir mats, and mattings on Government initiative. The convenient places for this purpose are Kumbalangi, Cherai and Peringottukara. Necessary arrangements should also be made in these factories to give instruction to the spinners of the locality to improve the quality of the yarn so as to make it suitable for mats and mattings. The cost of the scheme is shown in Appendix I, from which it will be seen that a factory employing 25 matting looms involve a capital expenditure of Rs. 20,000 and recurring monthly expenditure of Rs. 29,000 will give a gross profit of Rs. 3,000 per mensem.

48. Our second suggestion is to take up the question of a Coir Carpet Factory like the one that is run by the Holland people at Arur. There is also ample scope for a Machine Rope Factory here. We were aiding War by our handloom supply of ropes. In one year alone Cochin Government was able to supply goods worth nearly 8 (eight) lakhs to the Supply Department. Besides this, we were executing heavy orders for marine purposes. In Post-War days, we expect a good marine industry. So, the rope industry has got a bright future in the Post-War days. Cochin Government has recently deputed the State Director of Industries and Commerce to Calcutta to study this question. His recommendation is annexed as Appendix No. 2.

49. Next we shall deal briefly with the shell which is now used as fuel. Coconut shell charcoal was in great demand during the War. The charcoal specially prepared and activated can be used for refining sugar and vegetable oils. The shell on being carbonised in a proper plant under proper control, yields Acetic acid and Tar. The Acetic acid is used for coagulating rubber and for several other chemical purposes. The charcoal obtained by this process is superior to that made by burning the shells in pits, and the percentage of yield is also more. The Tar thus obtained has got a good demand for industrial purposes. Acetic acid can be disposed of to the Rubber Estates. Hence it is worth while to put a demonstration plant in a suitable place so that coconut growers and traders may build similar factories. Rao Sahib Mr. A. K. Menon has worked this scheme and it is advisable to undertake it immediately. The scheme is given under Appendix No. 3.

50. Again, vegetable ghee is having an increasing demand, and several factories are being worked to manufacture such ghee with the aid of coconut oil. In our opinion it is worth while to start a factory or two in coastal areas to manufacture this ghee, so that a good portion of the coconut oil now exported can be utilised for this purpose. This will ensure a better price for the sellers and more work for our people.

51. There is now a wide spread demand for soaps. Seventy-five thousand tons of copra are imported from Ceylon for this purpose and still the supply is quite inadequate. So, it is advisable to induce private people to start Soap Factories in coastal areas as coconut oil is abundantly available there.

52. There is yet another industry particularly suited to the coastal tracts which is not properly tackled or improved, either by Government or by well-to-do private parties. There is plenty of good fish in our backwaters and several other varieties can be had from the sea. The fishermen of the area are still using their antique methods of fishing. Several lakhs of rupees worth of prawns were exported from Cochin to Burma and other places. We lost those markets

during the Wars. Now only a very negligible part is sent by train to other parts of India. Our enquiry shows that the fishermen were getting advances from business people at Mattancheri who were exporters to Burma. As they have lost their markets in Burma, they have stopped advancing money to the fishermen. So these poor men have to abandon their work of fishing. During monsoon, which is the hardest period for them, they will have to sit quiet for three or four months without work. If co-operative societies can advance money for making nets and other contrivances for fishing at this time, it will be a real help to them (Scheme Appendix 4).

53. No proper curing and preserving method is followed now in our State. The fishermen get their catch at untimely hours when there would be no demand for it. A good part of the catch is thus destroyed for want of facilities for preservation. Our suggestion is to start two or three fish curing yards in coastal areas, thus guaranteeing the fishermen that their catch will meet with ready demand (Scheme Appendix 5).

54. Our next suggestion is about deep sea fishing. In several parts of the coastal areas outside Cochin deep sea fishing is carried on, on a large scale, for example, sharks are caught from deep seas off Travancore and British Malabar Coasts and the extraction of Shark Liver Oil has become an important industry in these places. Several varieties of such fishes also can be had by deep sea fishing. A scheme for the development of this industry has been submitted by the Fishery Department. It is given under Appendix 6.

### Summary

1. Sanitation, Communication, and Education are needed in this tract.
2. Main cultivation of the coastal tract is cocoanut. The various articles made of its fibre find a ready and profitable market. So, erection of factories for making these are suggested at Kumba'angi, Cherai and Peringottukara. There is ample scope for a machine Rope Factory as well.
3. Cocoanut shell charcoal is in demand. From it can be extracted Acetic acid and Tar. For rubber industry Acetic acid is needed. Tar too is in great demand.
4. Soaps and Vegetable ghees can be manufactured from Cocoanut oil. People to be induced to produce these.
5. Fishery is to be developed by helping fishermen and also by marketing fish and other products made out of it. Deep sea fishing also to be resorted to.
6. Please see subjoined schemes.

### APPENDIX I

#### Scheme for 25 matting looms

Permanent expenditure			Rs.
Cost of 1 acre of land at Rs. 60 per cent	..	..	6,000
Building	..	..	7,500
Cost of looms at Rs. 150 each (for 25 looms)	..	..	3,750
One Vempilly	..	..	1,250
Copper vessels for dyeing	..	..	1,500
		<b>Total ..</b>	<b>20,000</b>
Recurring monthly expenses			Rs.
Salary for Manager	..	..	75
" Supervisor	..	..	52
" Clerks	..	..	50
" Carpenter	..	..	40
" Watchman	..	..	25
General expense	..	..	33
		<b>Total ..</b>	<b>275</b>

**Cost of Raw materials**

100 candies of Coir yarn at Rs. 225 per candy		Rs.	22,500.
Dye 200 lbs. at Rs. 6 per lb.			1,200.
Acid and powder			150.
Labour charges			4,000.
	Total		27,850
	Salaries per mensem		275
	Total		28,125
Conveyance and other general expenses			875
	Total		29,000
Sale proceeds at Rs. 80 per role for 400 roles made out of the 100 candies of Coir yarn			32,000
Gross profit			3,000

**APPENDIX II**

*Copy of letter No. M. 1077/21, dated 19th April 1946 from the Director of Industries and Commerce*

**Rope and Coir Industry—Factory—Starting of**

1. I met the Advisor on Ropes to the Government of India and held discussions with him at Calcutta regarding the development of the rope making industry in the State. Two representatives of the Trade, one representing the Coir Trade Committee, (Cochin-Section) and the other, the Cochin Coir Merchants' Association—were also present.

2. The Advisor was kind enough to take us round the Ganges Rope Company Limited perhaps the biggest rope making factory in the East. The capacity of the factory is 1000 tons of rope a month. During the war period they have been doing this quantity every month. They manufacture ropes from various fibres like jute, manilas, sisal, hemp, coir, etc. The factory is fitted up with up to date machines for doing every size of rope. There are sets of machines of a household type for twisting ropes up to a circumference of 2½" only. These machines do not take much of a space as the twisted rope automatically winds itself on the machine for which there is arrangement. Ropes of any length can be made on them. Thicker ropes are being done on heavy rope machines. The ropes have to be twisted long for which long ropes walks are provided. The minimum length required for a rope walk is 1500 feet. Generally these machines do ropes of 120 fathoms long which length is the standard specified for naval ropes.

3. Rope making out of coir is a cottage industry in Cochin. The total capacity of all the hand twisting machines together is almost equal to the capacity of the Ganges Rope Factory. Possibly the actual production of ropes in Cochin is about 500 tons a month. During the monsoon months there is hardly any twisting of ropes as rope making in Cochin is done in the open. These ropes are mostly used for household and agricultural purposes in various parts of India. They do not follow any specification in their manufacture. The State rope workers are however capable of doing rope correct to specifications. During the war the State was supplying large quantities of ropes for the Defence Services according to Standard Military Specifications. Generally Cochin ropes are done to 60 fathoms. Naval ropes have always to be 120 fathoms long. The twist to be more uniform and hard also.

4. The Advisor on ropes to the Government of India had occasion to study at first hand the present rope making conditions in Cochin. He gave during his visits to some of these establishments advise regarding certain improvements. It may be stated that it was this timely advise which was to a great extent responsible for enabling Cochin to undertake and supply satisfactorily war orders.

5. With this back ground the discussion centred on the establishment of a machine rope factory in the State. At present the State is doing mostly coir ropes. If a machine factory is established it will be possible to take to other fibres also. The Advisor has strongly advised me to open a factory for manufacturing ropes on the household type machines referred to in para 2 above. This would require an investment of about one lakh of rupees for doing one

ton of rope a day. If necessary he said he would give us help to get the machinery. The heavy type machine for making thick ropes are very thickly and difficult to repair. And the Advisor on Ropes advises me not to have them. The Ganges Rope Company Ltd., have manufactured a set of machines for rope making. He showed me these machines. They have been recently made and have yet to be put in working order. This set, the Advisor feels, will be suitable for the State at present. It is not however possible for the Ganges Company to supply a set of these machines. He said he would give help to an intelligent Mechanical Engineer if one could be sent over to Calcutta to study the working of this modified set of machines, so that he may manufacture a set. I will try to arrange for this immediately the machines are put in working order in the Ganges Factory.

6. The Cottage Industry in the State requires improvement. The present organisation of the industry is such that it may not be in a position to introduce the desired improvements. The industry for this purpose may have to be organised on a factory basis. This will be good for the industry as well as for the workers. It has been stated in para 3 that there is no rope making in the State during the monsoon months. When the industry is organised on a factory basis it should be possible to do continuous work in properly constructed sheds. Centralisation would facilitate control of quality. It is note worthy that rope making is carried on hand twisting machines in Calcutta. I inspected some of these establishments. The ropes made there are found to be superior to those made in the State. It is necessary that the cottage industry methods are improved.

7. There are private parties in the State who are willing to promote a company for the manufacture of machine made ropes. They may make early arrangements for starting the company. It will take some time for the company to get the machineries from England where they have to be manufactured. The company may take up the work of organising the cottage workers. This would enable the company to begin work immediately.

8. To work the company successfully Government help is necessary. No rope making factory can carry on work unless it is put up in a suitable site. To do ropes of standard specifications rope walks should have a length of at least 1500 feet. Private parties may not be in a position to get a site. Hence it is essential for Government to acquire a suitable site and place it at the disposal of the proposed company. Unless this is done no Company can function. Another help necessary will be to get the machineries. The Advisor on Ropes to the Government of India is willing to render his help to the State. Government may take up the matter with him after the question of the rope factory is decided.

### APPENDIX III

*Estimate supplied by Rao Sahib A.K. Menon regarding the preparation of Acetic Acid, etc. from cocoanut shell*

100 lbs. of shells yield approximately:

Charcoal ..... 34 lbs.

Pyroligneous acid 40 lbs.

(Equivalent to 5 lbs. of Glacial Acetic Acid).

Tar ..... 6 lbs.

Gas, etc. .... 20 lbs.

The weight of 1000 pairs of shells from 1000 cocoanuts = 350 lbs. It is proposed to carbonise seven tons of shells per day (300 days in a year).

The quantity will yield approximately in a day

Charcoal ..... 2 tons.

Glacial Acetic Acid 7 cwts. equivalent to 17½ cwt.

94.40% acid.

8½ cwt.

(1) *Plant and machinery required.*

Old boiler or brickwork (Firebricks) 2 at Rs. 5,000

Separators, Condensers, Tanks, etc. .. 8,000

Erection charges .. 1,000

Rs.

10,000

8,000

1,000

Laboratory Equipment	Rs. 1,000
Buildings	5,000
	<u>25,000</u>

## (2) Raw materials required per day

Shells of 45,000 nuts a day @ Rs. 1/12 per 1000	80
Cost of 2 tons of Firewood @ Rs. 7/8 per ton	15
Kerosene oil, sundries, etc.	5
	<u>100</u>

For a month of 25 days Rs. 2,500.

## (3) Establishment per month

	Rs.	
Chemist	250	
Engineer	150	
Foreman	30	
Laboratory Attendant	20	
Labour charges	250	
Clerical staff and Stationery	300	Rs. 1,000.

## (4) Receipts per day

	Rs.
Charcoal 2 tons @ Rs. 50 per ton	100
40% Acetic Acid 17½ cwt. @ Rs. 56 per cwt	980
Tar 8½ cwt. @ Rs. 0-4-0 per lb.	238
	<u>1,318</u>

## Packing and forwarding charges for the above

	Rs.
60 bags for charcoal	15
70 Earthenware jars of 28 lbs. for Acetic acid @ Rs. 0-1-6 per lb.	200
25 Empty kerosene tins for tar	25
Other Sundries	25
Cartage to station	10

Gross receipts per day	275
Less packing and forwarding	1,318
	<u>275</u>

## Net Receipts

1,043 Say Rs. 1,000 per day

25 days per month	25,000
For 1 year (12 months)	<u>3,00,000</u>

Total receipts per annum

Rs. 3,00,000  
Expenditure

Expenditure per annum:

Raw materials @ Rs. 2,500 per month	
Establishment " 1,000 "	

3,500

Rs. 42,000 per annum.

Depreciation of Plant &amp; Machinery

Rs. 5,000

Interest on Capital @ 6½%

Plant Rs. 25,000

Working

Capital Rs. 42,000 on Rs. 67,000 Rs. 4,200 per annum

Rs. 51,200

	Rs.
Receipts	3,00,000
Expenditure	51,200
Balance	<u>2,48,800</u>

B.—Estimate based on 1941 figures for cost of raw materials, etc.

## APPENDIX IV

*Organisation of Fishermen Co-operative Societies*

	First year. Rs.	Second. Rs.	Third. Rs.	Total. Rs.
	56,000	..	..	56,000
Recurring establishment charges	6,180	6,816	7,452	20,448
Grants	4,900	4,900	4,900	14,700
Total	<u>67,080</u>	<u>11,716</u>	<u>12,352</u>	<u>91,148</u>

## APPENDIX V

*(Scheme for the improvement of Fish Curing Industry in the State)*

	Rs.	Rs.
Capital for completing improvement at Narakkal	3,000	3,000
Do. at Malipuram	9,000	9,000
Total	<u>12,000</u>	<u>12,000</u>

## APPENDIX VI

*Deep Sea-going Fishing (Rough estimate of cost at existing rates)*

	First year. Rs.	Second year. Rs.	Third year. Rs.	Fourth year. Rs.	Fifth year. Rs.	Total Rs.
<i>Capital</i>						
Cost of the tug and two Motor boats	80,000	..	..	..	..	80,000
<i>Recurring</i>						
Running charges of the tug and launches	7,000	7,000	7,000	7,000	7,000	35,000
Cost of nets, implements and other charges connected with fishing operation	10,000	10,000	10,000	10,000	10,000	50,000
Total	<u>97,000</u>	<u>17,000</u>	<u>17,000</u>	<u>17,000</u>	<u>17,000</u>	<u>1,65,000</u>

## VI. COMMUNICATIONS

55. It has been aptly remarked that "if Agriculture and Industry are the bones and the body of a national organisation, communications are its nerves". To continue the figure, canals must be considered its arteries. Mr. V. R. K. Tilak, M.A., has, for the 1945 February issue of the Indian Review contributed a very suggestive article on "the Road Plan for India". There he argues in a convincing way that roads are essential for the national progress, especially in its economic, cultural, political and even hygienic lines. The Elore Committee Report also "emphasises the importance of developing village communications. The Health of the village population largely depends on the development of rural communications, and we would unhesitatingly support the need for giving priority to such development".

56. The roads must provide for the service of the bullock carts as well as for motor vehicles. They should, as far as possible, be straight and be surfaced to avoid the dust nuisance. As it is, most of the roads are not wide enough to allow two carriages to cross each other. The village roads must at least be 16 ft. wide, and must also be lined on either side with avenue trees, with a five feet footpath on one side beyond the avenue trees. There must be side packing with rubble, to the roads; there should be islands at convenient distances for the collection of metal, so that no metal should be stacked on the roads. There should also be over-bridges to canals, wherever necessary. The Agricultural Department should advise on requisition each village panchayat as to the sorts of useful shady trees that will thrive in each locality.

57. Every village must be connected with its adjacent villages with at least one road and, wherever possible, at least one road strongly constructed must link itself with a trunk road. There must be free approaches to public places and to ferries where these abut any village. The existing roads should also, wherever practicable, be modelled after these suggestions.

58. The construction of the roads has to be wholly financed by the Government. For the maintenance, those who use them and those benefited by them could well be made to contribute an easy quota. In the selection of roads and in their alignments, the villagers ought to be consulted. It will be a safe policy to give priority according to the density of population.

59. The roads must have to be opened without delay, though the metalling may be done gradually. There should be an Overseer for each half of the State with a Supervisor above them, not alone to see to the construction and the maintenance of the roads but also the waterways in the villages. They will also see to the wells, tanks and irrigation facilities of each village, and help and supervise the several panchayats in their making of buildings. The Government should enforce minimum standards in new village constructions; Type designs for new houses and hints for improving existing ones should be made available to the villagers.

### Recommendations

1. Roads should be at least sixteen ft. wide lined with avenue trees with a 5 ft. footpath on each side.
2. There must be inter-communication among the adjoining villages and at least one road should link itself with a trunk road.
3. Initial outlay by the Government, but maintenance by village panchayats.
4. Villagers to be consulted.
5. Priority according to density of population.
6. Over bridges to canals.

## VII. HEALTH AND SANITATION

60. Dr. J. B. Grant, the Director of the All India Institute of Hygiene and Public Health, remarks that "The Health of a community depends upon its standard of living, its education, and the organised Public Health Services designed to prevent disease and ensure early treatment". The higher the standard of living and of education the better the health. Each fact is essential and supplements the others. Prevention is better than cure; and so emphasis should be laid in preventive rather than on curative measures.

61. It is found that the rapid exit of young human beings and the majority of disease that occur in the world are due to bad living conditions and deficiencies in dieting. There is urgent need for adequate health instruction. The observations of the Committee appointed by the Central Advisory Boards of Health and Education deserve to be noted. "The training of the child in health habits does not begin sufficiently early, and the approach to the subject is through disease rather than through, a study of the requirements for health. The Committee consider that instruction in hygiene should begin at the earliest age possible. At the beginning, the instruction should be wholly on practical lines, and devoted mainly to personal hygiene, while at a later age, the child's interest can be directed to environmental hygiene and the health of the community. The Committee wish to emphasize that unless greater attention is given by the responsible authorities to the planning of school buildings and the provision of equipment which will make the practice of healthy habits possible, progress will be difficult. It is futile to try to awaken in the child an interest in and a sense of responsibility for his own health and for the sanitary condition of his surroundings so long as the schools themselves fall short of reasonable hygienic standards. As the teacher should be the model for the child to follow in personal standards, the school should be the model for the home in regard to environmental cleanliness".

62. Mr. Brayne is equally emphatic here.—"Cleanliness is the foundation of all progress, in town and country. Whatever your duty or calling, cleanliness comes first, last and all the time cleanliness of mind, body, clothes, home, drinking-water, streets, village and fields".

63. The Panchayats should insist on every villager to have sanitary houses, with ample light and ventilation, and on good grounds. If he is very poor, he may be helped with money to be returned in easy instalments. There must be an adequate supply of pure drinking water. The mosquito nuisance must be controlled not in name, but effectively. There must be provision for public conveniences and a law to punish fouling offences on land and water. Child welfare centres should be started in convenient places. Medical aid must be made available to every village, by establishing rural dispensaries in easily accessible centres. The services of a trained midwife must be at the disposal of every village.

64. By means of leaflets and pamphlets, the villagers should be educated to keep their persons, premises and villages clean, to avoid diseases, to nourish themselves properly and to lead healthy lives. Towards the attainment of this object, we cannot think of more potent instruments than Mr. Brayne's "BETTER VILLAGES" and a book called "COMMON DISEASES AND MEANS TO PREVENT THEM". The former has to be translated into Malayalam, and, then copies of both have to be circulated to every household, free or at a cheap price.

65. It must be over remembered that the health of every villager is valuable and should not be left to a smug and condescending charity. For it is he who toils and is tired not. Sir Horace Plunkett, a rare prophet and practical reformer, has complained that "modern life has so urbanised the modes of thought of this generation that townmen cannot so much as understand the value of productive energy. They are consumers, so thoughtlessly concerned with consumption that they cannot or will not trace the bread back to the grain, or feel that the shop is founded on the field ?

### Recommendations

1. Prevention better than cure.
2. Health training to be begun early.
3. Schools and teachers should teach by example.
4. Protected water, protection from mosquito nuisance to be guaranteed.
5. Sanitary houses alone to be allowed.
6. Provision for public convenience; law against offences, that foul water and land.
7. Welfare centres, dispensaries, and the services of midwives.
8. Propaganda.



## 66. VIII. ROLE OF CO-OPERATION IN RURAL UPLIFT

*Potentialities in the long period.*— There are countries where people who work for rural development swear by co-operation. Robert Owen, known as one of the founders of the movement, had before him the ideal of, "Co-operation for all purposes of social life". This ideal has been nearly reached among people who have the true co-operative zeal and many rural development services are admirably rendered through the medium of the co-operative society. We may yet be a long mile short of the ideal, still we can strive hopefully towards it, because as the Chinese proverb says, 'a journey of even two thousand miles starts with the first step'.

67. *Better Farming.* The place of co-operation in this scheme is to be indicated by explaining that it refers to a method, and not to a distinctive item of improvement. From the point of view of a rural community, farming, marketing, and life in general could be improved through the agency of co-operative societies, that is— "better farming, better business and better living through co-operation".

68. An essential requirement of better farming is adequacy of credit. It should be available promptly and cheaply, for short and long periods. Co-operative credit societies, supplemented by Land Mortgage Banks, have proved themselves, in many places, able to provide this need.

69. Credit alone, however, will not solve the villagers' difficulties. Non-credit and Multi-purpose societies help the ryots to consolidate holdings, obtain manure, seed, water, implements, cattle and fodder.

70. *Subsidiary or Rural Industries.*— There can be no healthy and stabilised village economy unless the major rural industry, namely farming, is supplemented by subsidiary industries. In many countries it has been abundantly proved that rural industries can be carried on satisfactorily on co-operative lines. Farmers and craftsmen, knowing their needs, talents and resources, have organised societies for raising cattle, pigs, poultry, fruits and kitchen vegetables; for making implements of agriculture and requirements of the household. Thus have they sought to improve and stabilise their budgetary position and make life more comfortable.

71. *Better Business.*— Where farmers have products to sell, there must be proper organisations to assure them a fair price. Better farming must be backed up by better business. Otherwise there will be tragic exploitation, and agricultural improvement or rural development may remain only forlorn hopes. Co-operative marketing societies provide facilities for collecting, processing, storing, grading and measuring the produce. They insist on quality and conformity to standard. A percentage of the value is advanced to the farmers on their products stored in the co-operative warehouse. The urgent and imperative need to improve the marketing of the products of the field and the cottage has been stressed wherever men have met to discuss rural development.

72. *Better Living.*— Nor does this suffice. In backward rural areas, the people may be so thriftless and so obsessed with the idea of making merry to-day, so that to help them to get better incomes may really be a maior crime! Among an ignorant, improvident and impulsive people it is necessary to emphasise persistently on better living. Societies to teach and persuade village-folks to live healthy and happy lives complete the final section of the co-operative programme for rural development. Better Living Societies seek, on the one hand to discourage drinking, extravagance, and litigation; encourage on the other hand, education, health and welfare activities.

73. *The next Three years.*— Here indeed is a grand programme of work for any co-operator to complete in his life-time. From this programme, it becomes necessary to pick and choose in our State when some things have to be done in three years instead of thirty.

74. It is to be emphasised, first, that the co-operative programme for each village has to be decided after carefully studying the local circumstances. Insead of good, harm has been done by starting unsuited activities.

75. *"Better Farming", cheaper quicker credit.*— In spite of differences in requirements and resources from village to village, it is generally true that farmers have insufficient capital.

The Cochin Land Mortgage Bank is helping with long term credit. To-day it may be considered whether the interest rate cannot be reduced, to make the Land Mortgage Bank more popular and useful. A reduction of interest is recommended by the Co-operative Enquiry Committee. The maximum term of the loans must be extended to at least 30 years now and gradually to 50 years. Secondly, where the farmers' requirements are urgent, there must be a way to shorten-circuit delaying office—formalities and provide help promptly. Thirdly, where land deteriorated due to the lack of residential facilities on the farm and the obligatory absenteeism of the cultivator, loans may be advanced for the construction of the buildings. In such cases, however, about 75 per cent of the security may still be the land.

76. Improvements in the next three years on the non-credit side can be effected by the expansion of certain existing activities and also experiments with new ones.

77. *Expansion of existing non-credit lines.*—The Weavers' Societies have to be started in more centres. This should not be difficult because some societies are working quite successfully. Their methods need be only imitated. The type, colour, size, quality of the products can all be standardised. The quantity can be adjusted. The market is big. The yarn dyes, etc., are to be distributed from the society and the finished products collected and marketed through the society.

78. Societies of workers who use coir, bamboos, reeds (Uda) and grass to make mats, ropes, baskets, etc., seem to have a promising future and must be increased in number as early as possible. The details of organisation of these are the same and not very complicated.

79. A third existing activity which may be immediately expanded is bee-keeping. Hives are to be distributed specially in the northern taluks with their rich varied vegetation. Inspectors must take well-timed visits to those who have taken hives, get them interested in the bees and collect the honey.

80. The fisherman's societies also have to be revitalised and increased in number. One line of betterment is to see how far the men can be provided with equipment, mainly yarn, for making and repairing nets during the off-season. Another line is to investigate how the catch can be successfully marketed. It would perhaps be discovered that the shore and the markets can be profitably connected at many points by cycle, lorry or motor-boat. "These societies can be really useful to its members only if marketing of produce is done on a profitable basis" writes the Registrar in his latest report.

81. *Experiments in new lines.*—Three new lines of activity can be recommended for the next three years. Societies are to be organised among the bell-metal workers. There seem to be colonies of these people in Cranganur, Chendamangalam, and Irinjakkuda. They now work for middlemen, and though they do get higher wages than before, yet well-managed co-operative societies will increase the remuneration for the workers and reduce the prices for the consumers.

82. Another new line of activity which should be started is the manufacture of agricultural implements. When a village society stocks and supplies essential agricultural implements of reliable quality the farmers will appreciate the societies in greater measure and there will be greater loyalty. It would certainly spell disaster for agriculture if the farmers find it difficult to get the necessary implements of the proper quality.

83. Still another direction in which co-operative experiment has to be made urgently is dairying. There is immediate and imperative need for the increase of milk-supply in the State. Enquiries have shown we have only 1½ to 2 oz. of milk available per capita. This is far below the all India average of 6 oz. and the minimum of 12 oz. considered necessary by nutrition experts. Judging from the experiences at Coimbatore and Madras, Co-operative Milk Unions and Dairies must be able to improve the situation to some extent. They are to be encouraged by interest free loans for three or five years. There must be arrangements to supply the members with fodder for their animals at concession prices. Better milk supply is an immediate and a vital necessity. Every means, among them, co-operative dairies, to attain this end must be tried as soon as possible. Indeed, so desirable does this appear that to work up this scheme an officer may be trained and deputed.

84. Co-operative Societies can take to supplying the farmers with such article as implements, manure and seeds. "The Grow More Food Campaign" will be more successful if

every cultivator could easily get at reasonable prices adequate supplies of the essentials of good farming.

85. *Multi-purpose Societies.*—It is for handling a variety of work which is expected from Co-operative Societies that multi-purpose societies are tried. This type of society is finding favour now for many reasons. Each village need organise only one; the best men will be available to serve in this society instead of getting distributed among a number of single-purpose societies; since a farmer can get all his needs from one Society his worries and labours are reduced the management can have complete picture of a farmer's economic position and so they will be more competent to help him in the right way and the right degree. According to the latest Departmental Report, village societies are taking to multi-purpose activities. This is to be encouraged in the coming years.

86. *"Better Business" Expansion of the Cochin Cottage Marketing Society.*—Passing on to the question "better business" or marketing we would recommend the encouragement of the existing Cochin Cottage Industries Co-operative Marketing Society. Branches may be started in Ernakulam, Mattancheri, Trippunithura and Irinjakkuda, for the handling of general products and any special local products. This is the easiest way immediately available to improve marketing.

*Central Co-operative Store.*—With the expansion of non-credit and marketing activities a Co-operative Central Store will prove very advantageous. The ways and means of starting one in the State to help the primary societies have to be seriously considered.

87. *Warehouse or Storehouse.*—Recent investigations into the wastage of food in India have shown that rats and pests consume a considerable quantity of food-stuffs produced in the country. Rats alone, it is said, account for food which will maintain 18 million Indians! Surely the land-rats and water-rats of Cochin must have a share in this loot. One way to reduce this waste is the construction of pest-proof warehouses. The Registrar of Co-operative Societies could take up the construction of some store-houses of approved patterns in localities where the need for them is greatest. The Illustrated Weekly of India dated 28th May shows a pattern for community bin or store-house.

88. *Propaganda and Publicity.*—Experts on rural development have all emphasised on the need for well-organised and persistent propaganda to carry on the reconstruction work successfully till it has been fixed on the firm foundations of the villagers' enthusiasm and confidence, ways and means are to be considered to expand the scope of "സഹകരണപ്രബോധൻ" published by the Co-operative Department to make it a useful medium for publicity and propaganda work in rural areas. Further, on the annual festival day in a prominent temple, church or mosque in the locality, a fair or exhibition on a modest scale can be arranged by the Co-operative Societies in the neighbourhood. Such shows can certainly be made instructive and interesting with the help of the various departments of the Government.

89. *Departments to be still better neighbours.*—This brings up the question of inter-departmental relations and efficiency of Co-operative Societies. The societies can be tried as the agency for the distribution of seeds, implements, manure, fodder, etc., available with the Agricultural Department and while the distribution can be more widespread, the Agricultural Department can be relieved of some of its work. The Department of Public Works can offer help to the societies in connection with the setting up of irrigation facilities, construction of warehouses and other buildings. The Veterinary Department can be very useful indeed to Dairy Societies. Public Health and Medical Departments can be helpful where items like sanitation, anti-epidemic measures, maternity and infant welfare are on the co-operative programme. It must be a policy of the Government to encourage all Department to give all help to deserving Co-operative Societies.

90. *Trained, paid officers necessary.*—Much can be done by Co-operative Societies to carry out a programme of rural development. "If co-operation fails", reported the Linlithgow Commission on Agriculture, "there will fail the best hope of rural India." The Commission also remarked, "We have no hesitation in recording our belief that the greatest hope for the salvation of the rural masses from the crushing burden of debt rests in the growth and spread of a healthy and well-organised co-operative movement based on the careful education and systematic training of the villagers themselves". The people who sat in darkness saw great light says the Panjabi proverb referring to the utility of Co-operative Societies to resurrect a debt-ridden people living without any hope. To achieve this end it is most necessary that the

societies should be managed by well-trained enthusiastic officers. To increase the numbers of such experts it will be useful to open classes on co-operation in the Commercial Institute at Ernakulam.

91. *Library.*—There must be a good library on co-operative literature. If there is none already, a capital expenditure of Rs. 700 is recommended and annual allotment of Rs. 75. In case there is a library already only annual allotment need be provided.

92. When trained efficient and useful individuals can be obtained only for a remuneration, the remuneration is to be provided. It is true that according to the co-operative ideal services should be gratuitous. If however, insistence on the ideal leads to the denial of the benefits of a useful co-operative movement to a people, it is justifiable to modify the ideal to make it beneficially practical.

93. *Limited Liability.*—There is a similar question about the co-operative principle of unlimited liability. Disappointing experiences have now proved that "this principle is to be considered only as a matter of convenience and utility". The recent Co-operative Enquiry Committee were convinced that "unlimited liability societies have created a scare among the public", and they recommend that "hereafter societies need be registered only on the limited liability basis, except in cases where there is a demand for an unlimited liability society". We would repeat the recommendation.

94. *Society's Office in the Rural Development Centre.*—The hub of co-operative activities in a village can be the Society's Office situated in the premises of the Rural Development Centre in the village. The plan and scheme for such centres are before the Government. PR5-4348/21, dated 8th November 1945. The plan in general is to be tried except that a warehouse or pest-proof bin is also to be provided near the watcher's quarters, unless the "store" shown in the present plan is intended to serve that purpose also.

*Summary.*—Though an exhaustive and most useful long-period co-operative programme can be drawn up for rural development, yet the recommendations for the next three years are.—

1. Reduction of the rate of interest on the loans given by the Land Mortgage Bank.
2. Reduction of delay in the disbursement of loans.
3. Advance of loans for house construction under special circumstances.
4. Organisation of more societies for weavers.
5. More societies for workers in Coir, bamboo, reeds and grass.
6. Expansion of bee-keeping.
7. Reorganisation and re-vitalisation of fishermen's societies.
8. Starting of societies for bell-metal workers.
9. Starting societies for construction of agricultural implements.
10. Organisation of Dairy Societies and appointment of an officer specially for this purpose.
11. Consolidation of single-purpose into multi-purpose societies and encouragement to village societies to start multi-purpose activities.
12. Expansion of the Cochin Cottage Industries Marketing Society and establishment of new branches.
13. Consideration of the possibility of starting a Central Store for the whole State.
14. Construction of pest-proof warehouses.
15. Encouragement of as great a degree of co-operation as possible between the various departments of Government on the one side and Co-operative Department on the other.
16. Starting instruction on Co-operation in the Commercial Institute in Ernakulam, to increase the number of trained men.
17. Extension of the system of paid Secretaries, Clerks, etc., in the societies so that efficient officers will be available.
18. Adoption of the limited liability principle.
19. Organisation of Rural Development centres in selected localities.

In the preparation of this report we had the advantage of personal discussions with the Registrar of Co-operative Societies, Cochin State. We are grateful to him. He will be able to supply the technical details relating to costs and organisation involved in these recommendations.

References are invited to the following.—

- (a) Scheme for whole-sale Co-operative Society by the Registrar of Co-operative Societies dated 8th June 1945 as per O. M. PR7-12277/20, dated 21st December 1944.

(b) Joint report by the Director of Industries and Commerce and Registrar of Co-operative Societies dated 24 September 1945 on Development of Cottage Industries, as per O. M. PR7-12277/20, dated 21st December 1944.

(c) The Registrar's report on the Organisation of Warehouses dated 17th January 1946, as per O. M. PR5-7660/21, dated 6th December 1945.

(d) Scheme for Rural Development Centre as per PR-5 4348/21 and the Registrar's report dated 21st May 1946.

(e) Report of the Co-operative Enquiry Committee (President Mr. I. Raman Menon) vide the Cochin Government Gazette dated 19th February 1944.

(f) Administration report of the Co-operative Department, 1120.

## IX. AMENITIES OF RURAL LIFE

95. Among the several things to be done to make the villages healthy, happy and comfortable, the facilities to promote communal harmony and arouse full civic consciousness play an important part. The village at times is a dull spot. Even a riot or a dog fight there will be a welcome diversion; and hence when once a boy gets a glimpse of the interesting world outside from his books at school, he wants to run away to the town and leave his village for good. The villager is apathetic and his mind inactive, because he never gets anything new to think or talk about. This is unfortunate. Every villager after his daily work should have a chance for light diversion and also for hearing the news of and keep in touch with the out-side world. He needs a bit of entertainment in the evenings just to keep his mind and body fresh. There is none now to see to these things, none to give him a newspaper, and none to organise a games club. The village, as it is, is practically unfit to express its wants. So it is easily misled by mischief making demagogues.

96. If we want to improve the village and to make life worthliving there, we must organise the villagers to think, plan, work, and pay for their necessities and amenities. There is no civilized country in the world where the village has not a local organisation to administer it, on all lines. There is no reason to suppose why the Cochin village is incapable of being organised in this way. Every village should own a plot at least one acre in area as a recreation ground. Here the villagers should be able to gather in the evenings; This plot should contain a playground, a theatre, a reading room, games club and one wireless receiving set. Whenever possible, models of articles intended for the betterment of village life and labour should be exhibited where the villagers gather. Arrangements should be made for exhibitions, shows, melas, competitions and public lectures. Villagers will come together particularly if there is a sports programme to attract them. Indigenous sports, games, folksongs and dances ought to be encouraged.

97. Child welfare exhibitions, sports and tournaments, ploughing matches, health-weeks, rat-weeks and so on are good if they are really well-organised.

98. A village Hall is needed for meetings, entertainments and lectures. Celebrations of local and national festivals should be encouraged. Folk dances and songs are dying out. These should be revived through village young men's leagues and women's associations. It would be ideal if the villagers can be made to observe a regular weekly holiday. It would lengthen considerably the lives of the working man and beast. It is no fluke that the most successful people in the world are those who in the past have laid the greatest stress on resting on a day, every week. Those who have been ploughing or reaping and busy with farm routine for six days, can on that day sit about and talk and read or relax their limbs. They may have games or talks to witness or listen to. It is only the bare truth that more and better work is done in a six than in a seven-day week. On the seventh day or on the sixth evening everyone sets about giving the home and the village a clean up. In the afternoon what can be better than games or a plough match or picnic party for the children? Later in the day should come the meetings of the Village Council, the Women's Association while the wireless programme will mark the close of the perfect day.

### Summary

I. Recreation grounds are necessary. Indigenous sports, games, folksongs and dances to be encouraged.

2. Arrangements should be made for exhibitions, shows, melas, competitions and public lectures. There should be a hall for these purposes. Celebration of local and national festivals should be encouraged.

3. Child welfare centres, Health week, should be had.

4. Library and Reading Room, occasional theatrical performances, cinema shows would be welcome additions.

5. A day of rest every week there should be.

## X. BUILDINGS NEEDED IN VILLAGES

99. When we think of buildings in villages, our first thought goes to the home of the villager, where he and his family live and carry on their occupation. Those houses must be located in sanitary surrounding and be well-ventilated. There must be a cow-shed away from the building quarters. We presume that every home will have a small garden in front and a back-yard for growing vegetables. In deserving cases, Government should make arrangements to lend money to the villagers on long term credit through co-operative societies. Arrangement should be made for sufficient quantity of good water to the villagers. The Panchayats or the village organizations must have plans of model houses and they should insist on the houses constructed in their villages, in a way to ensure air, light, and sanitation.

100. In every community, whether rural or urban, there will have to be a number of buildings erected for various public purposes which go to further the communal life of a group of people. We have to consider here various buildings that are essential in a village under modern conditions.

101. The public buildings that are quite essential for a village or group of small homogeneous villages, lying contiguous to one another, in our opinion are:—

1. School, 2. Library, with a hall 3. Co-operative Store, 4. Health Centre, 5. Dispensary, 6. Veterinary Dispensary, 7. Godown, 8. Village Office, 9. Panchayat Court, 10. Anchal Office.

102. The importance of a village school, staffed with well-trained teachers, with good airy and ventilated class rooms can never be forgotten in any scheme of Village Development and Improvement, as it is in this institution that the children of the village, the future citizens, are to be given proper training, to enable them to take their legitimate places among citizens and members of the society.

103. To fight out adult illiteracy, it is necessary to have a Public Library and Reading Room in every village or for a group of small villages. It can be housed in a Hall, where the village folk can hold their meetings, arrange for theatrical activities, etc. The Hall will have a platform at one end, and a Reading Room at the other. It can have verandahs on its two sides, with rooms at the two ends of these to serve as green rooms, and office and reading room attached to the library. It will be ideal if the Hall can be in the centre of a part that will contain a recreation ground as well, where on evenings the old and young meet, the young contending and the old surveying.

104. Next in importance, come the institutions to promote Public Health. There must be a Health Centre and a Dispensary for attending to human illness, and a Veterinary Dispensary to attend to cattle diseases. If there will be a Women's Institute, to supervise the work of the Health Centre, that will be a welcome arrangement. For, as Sir, Beach Thomas puts it, "It supports itself, organises itself, has a prolific pride in its corporate institution and exerts an appreciable influence on national questions, especially those of a humanitarian complexion".

105. Proper distribution of Agricultural Implements and different kinds of manure and seeds and materials for cottage industries form a primary duty of those engaged in village development. For a proper distribution of these among the villagers, there must be an agency whose duty it is to store these in required quantities. For this, there must be a godown attached to the Co-operative Society. The godowns should also serve as the storage of Agricultural and their products of the locality collected for marketing.

106. There must be provision for the buildings of the Village Office, the Panchayat Court Office and the Anchal Office.

107. If these essential buildings of great public utility cannot be had for every village these should be established in a convenient place so as to enable the group of adjoining villages to derive the full benefits therefrom.

108. Vegetable and non-vegetable markets and slaughter houses also form essential requisites of the village.

109. The position of the cremation ground must be carefully selected far enough from the dwelling houses yet near enough to be easily and conveniently reached.

The needed buildings are:—

- |                         |                           |
|-------------------------|---------------------------|
| 1. School.              | 6. Veterinary Dispensary. |
| 2. Library with a Hall. | 7. Godown.                |
| 3. Co-operative Store.  | 8. Village Office.        |
| 4. Health Centre.       | 9. Panchayat Court.       |
| 5. Dispensary.          | 10. Anchal Office.        |

## XI. MACHINERY AND FINANCE

110. Next we come to the Village Organization. Any group of men joining together for any purpose cannot fulfil their task to the fullest extent unless they are properly organised and well-led. The more so the case with villages populated by people practising different trades, possessing different bents of mind and of different religious beliefs. Co-ordinating these different elements to bring communal life to the best advantage, needs good organisation, good leadership and sufficient finances. With all these, properly co-ordinated and working like a well-oiled machine, rural life will fulfil its tasks to the fullest extent. But one thing more is essential, *i.e.*, the co-operation of all the people over whom the organisation extends.

111. In this era of democratic ideals and rapid spread of mass education, evidently only a democratic organisation can work best. The feeling that "what concerns all must be decided by all" is now very predominant, so, the basic body will be the general assembly of the village composed of the adults of the village, or better, the Heads or Managing members of families or their representatives. This representative assembly may be had for every village or every panchayat group of not more than three neighbouring homogenous villages. This representative assembly will be the institution to decide on every matter concerning the village.

112. As this body is composed of a large number of members, it will be an un-wieldy one to carry on the day-to-day administration of the village. So, an executive body, consisting of a few members elected by the General Body, should be delegated with powers to carry on the work concerning the welfare of the village in general. This executive body will be elected from and by the members of the General Assembly. A body of about 7 to 11 members would be convenient. The Government may nominate to this a few officials. This can even take the place of our village panchayat.

113. As Mr. Brayne puts it, "Government must insist on its officers setting an example both as citizens and as officials, of the programme of improvement laid down for the people and of the spirit of service which Government is trying to infuse into the rural leaders. Rural Reconstruction clothes the dry bones of the official machine with the flesh and blood of humanity and civilization". In the election of members to this executive council, great care and foresights are needed. No party prejudice or political bias should enter into it. The only consideration should be the welfare of the village and the piety, patriotism, intelligence and the ability of the member to work for it. Success of the Scheme depends also mainly we would say on the co-operation of the people. As the Bhoré Committee remarks, "unless they realise the benefits of the measures proposed and are prepared with vigour and persistence to help in giving them practical and effective shape, success must remain an elusive dream". This executive body should have its own Chairman and vice Chairman holding offices for a specified period after which fresh election must take place. This body will detail work if and when needed to various sub-committees. The executive committee will meet once or twice or oftener as and when occasion demands. The general assembly of the village will meet twice a year. This is the plan out-lined by Sir Visweswarayya, in his book on Rural Reconstruction.

114. *Finance.*—How to find out funds for the scheme of village improvement on the lines indicated above is a question that engaged our anxious consideration. At present, the poor villagers cannot find money for the plans of Rural Reconstruction. The primary duty of every civilized Government is to improve the lot of the tillers of the soil. In the initial stage, we think that Government will have, as it does now, to provide the villages with sufficient funds for the construction of several buildings of Public utility, and to work out the various plans. An annual grant has also to be given to the villages. As the villages develop and as the villagers

acquire civic consciousness, they will be willing to sacrifice a portion of their incomes by way of taxes, etc., to be utilised for the common good of the village. Gradually, they will become fully conscious of their duties and responsibilities as citizens and begin to realise that it is their duty to contribute a quota of their income to provide for better amenities of life. They can collect tolls within their jurisdiction, levy house taxes, taxes for street lighting, drainage, and other sanitary arrangements. They can also get revenue by means of entertainment taxes, etc. To supplement to these, Government should even then contribute a reasonable amount every year. In course of time, these villages will be self-supporting units of administration. Whenever necessary, Government should also give them loans on easy terms as is being done in the case of the Municipalities.

115. To be self-sufficient and be able to manage its own affairs independently, and to teach them the principles of self Government, it is necessary that Government should follow a policy of "minimum interference" with their affairs.

116. Self-sufficient villages, clean and well-planned, working all their social and cultural organisations well, would provide the real backbone of the State.

117. We have read in papers that Government are considering the question of introducing Sales Tax in the State. We do not venture to enter into the merits or demerits of the question of imposing Sales Tax. But we recommend that a good portion of this tax can be diverted for the improvement of the villages if and when such a tax will be introduced by the Government; because the money collected by way of this is the money paid by the villagers. So it would be better to spend the money of the villagers for their own improvement and development.

118. With a view to work out the scheme in a systematic manner, it is desirable to create a separate department, with a separate budget, and to appoint a full time officer of the status of the Head of the Department and give him control over the village panchayats and the Rural Reconstruction work.

### Summary

1. A village assembly for each village, or at least for a group of two or three villages neighbouring and homogenous.
2. Government grants and local collection will furnish the funds needed.
3. There must be an efficient separate Department of the Government to supervise and control all village activities.

## XII. LITERATURE

119. (a) An easy free rendering of Mr. F. L. Brayne's "BETTER VILLAGES" will be a very useful adjunct for Rural Reconstruction work. That book will give a clear idea of a model village to every villager, the mode of making and maintaining one and of the agencies that would have to work for that desired end. (Provided a number of copies will be purchased by the Government we are sure that the Oxford University Press, Bharath Buildings Mount Road, Madras which owns its copyright, will be only glad to bring a Malayalam rendering of it). It may here be mentioned that after Mr. Brayne retired as an able Collector from the Indian Civil Service, he was appointed as Commissioner for Rural Reconstruction by the Punjab Government. He is an authority on the subject.

120. (b) He has published, from time to time several bulletins, leaflets and pamphlets on the subject. (These can be had from the Office of the Commissioner of Rural Reconstruction, Punjab, Lahore, or from Messrs. Uttan Chand, Kapur & Sons, Lahore). The Director of Publicity or any officer may be made responsible for the translation and publication of these. These may be first published in the Gazette, from which reprints may be taken for wide distribution in the villages.

121. (c) There is yet another publication which it is very necessary to be distributed among every householder in every village free or for a small price. The book is called സാധാരണ രോഗങ്ങളും അവയുടെ നിവാരണ മാർഗ്ഗങ്ങളും (Common diseases and the ways to prevent them). A copy can be had from the Secretary to the Malayalam Improvement Committee which has published this useful work. A competent Ayurvedic Physician may be asked to note down one or two of his easy prescriptions also under each Chapter before it is reprinted.



122. (d) According to Mr. Brayne's plan which has for some years been successfully working in Lahore, there shall be an executive council for every village assembly. It will also elect from its council one to represent it in the Central Executive Council. This latter also will have a small working council. One of the duties of this last will be to establish a good Weekly Village Newsheet, where it could thrash out the policy and programme of Rural Reconstruction which shall embrace the whole of village life. Agriculture Sanitation, avoiding of epidemic diseases in men and animals, reduction of expenditure on ornaments and social ceremonies, in fact, everything connected with rural areas will come in the purview of this Weekly. This programme it will teach and preach in its newspaper, its schools and at every fair and gathering and its members should do all in their power to carry it out not only in their own villages but more important still in their own homes as well. Here the Government will have in the first instance to show the way how to start and work out the Village Sheet before it is handed to the Village Executive Council. It will, if properly conducted become a powerful organ to develop the good points of rural work and eradicate its bad points.

123. (e) A pamphlet after the form of *ഭക്ഷ്യോൽപാദന പദ്ധതി* recently brought out by the Publicity Department, should contain all the needed directions for rearing fruit trees and raising vegetable and flower gardens. It will be a very useful guide for all living not only in rural areas but also in urban parts. It should cover the following points of information, briefly noting them in some definite order in separate columns. It should be in Malayalam.

A. Fruit Trees, B. Vegetables, C. Useful flowering trees, plants and creepers.

1. Serial No.  
2. A. Name of the tree (such as Coko, Areca, Cashew, Jack, Mangoe-steen, Pappa, Supodilla, etc.)

B. Name of the vegetable such as Brinjals, (വഴുതിനങ്ങ), Bhenda, (വെണ്ടക്ക) Lady's finger, Pumpkins (മത്തങ്ങ), Ash gourd (കമ്പളങ്ങ), Bitter gourd (കയ്യക്ക, പാവക്ക), Bottle gourd (ചരക്ക), Ridge gourd (പീച്ചിങ്ങ), Cucumber (വെള്ളിരിക്ക), Amaranthus (ചീര), Green chillies (പച്ച മളക്), Cluster beans (കൊത്തമരക്ക), Beans (അമരക്കായ), Cowpea (പയറ), Red gram (തോര), Radish (മുള്ളകി), Sweet potatoes (മധുരക്കിഴങ്ങ), Chinese Potatoe (കൂക്ക), Papaya (പച്ചക്കായ), Plantains (കായ), Colocasia (ചേമ്പൂ), Jack fruits (ചക്ക), Tomato (തക്കാളി), Snake gourd (പടവലങ്ങ), Country yam (നനകിഴങ്ങ), Water-melon (കമ്മട്ടിക്ക), Tapioca stem (കൊള്ളിത്തല), Bananas (നേന്ത്രക്കായ), yam (ചേന).

C. Name of tree, plant, creeper, etc.

(The lists are illustrative and not exhaustive).

3. Time of planting, sowing, etc.
4. If to be replanted, when?
5. Nature of the pits, beds and distance from one another.
6. When to be watered and manured.
7. Nature of the manure.
8. Other necessary remarks.

Summary.—

(a) A Malayalam rendering of Mr. Brayne's "Better Villages" as also his pamphlets and leaflets in connection with Rural Reconstruction work. (b) സാധാരണ രോഗങ്ങളും അവയുടെ നീവാരണ മാർഗ്ഗങ്ങളും. (c) ഗ്രാമസാന്ദ്ര പ്രവേശനിക, a Malayalam rendering of Mr. Green's Village Agriculture. (d) A pamphlet to enable villagers to know when and how to plant and manure fruit trees, vegetables and flowering plants and creepers.

### XIII. CONCLUDING REMARKS

124. It now only remains for the members of the Committee to thank the Government for kindly entrusting the work to them and for such help that was placed at their disposal. They are also grateful to those who have sent them pamphlets, papers and useful suggestions, particularly

to Mr. N. Madhava Rao, Secretary to the Economic Conference of Mysore to the Director of Information Bureau of H.E.H. The Nizam's Government, and the Manager, of the Office of the Rural Commissioner of the Punjab for the number of pamphlets and leaflets on Rural Reconstruction they have generously sent to us, and to Messrs. B. M. Mulloth and K. Sreedhara Menon, for the very important contributions they have made to our work. We hope that the Government will focus its attention on them. The Committee appreciate the industry and intelligence which Mr. M. Vasu Menon, Clerk, Huzur Secretariat, brought to bear on the work of the Committee and, while bringing this fact to the notice of the Government, it places on record the indebtedness of one and all of the members of the Committee to him for consulting their wants and their convenience.

We have the honour to be,

Sir,

Your most obedient servants

- |     |                       |            |          |
|-----|-----------------------|------------|----------|
| 1.  | T. K. Krishna Menon   | (Chairman) | (Signed) |
| 2.  | I. Raman Menon        | (Member)   |          |
| 3.  | Joseph Pettah         | "          | (Signed) |
| 4.  | T. C. Sankara Menon   | "          | "        |
| 5.  | V. K. Sankaran        | "          | "        |
| 6.  | B. M. Peter           | "          | "        |
| 7.  | P. V. Kurien          | "          | "        |
| 8.  | M. Cherayath          | "          | "        |
| 9.  | V. K. Kutty           | "          | "        |
| 10. | T. R. Ganapathy Ayyar | "          | "        |

(Subject to a separate additional note on Agriculture.)

## APPENDIX A

### Village Development

*Gentlemen,*

We meet as members of a family. Being the oldest among us, let me greet you to the gathering and to our task. Before we start our work, let us invoke the grace of God for our work; and, then, express our thanks to the Hon'ble Minister for allowing us to do this bit of service to our State. The duty that we are called upon to perform is, according to me, sacred. For it is admitted by economists and statesmen that on the prosperity and contentment of the villages, where most of our people live, depend the glory and the welfare of the country.

There are 273 villages in the State. Besides the villages that go to form our towns, there are 234 villages and parts of 39 villages which really cover our rural area. The population of the State is 1,422, 875. 81.8% of this live in the villages. Thus, the village problem is as it is everywhere else in India, the biggest problem in Cochin also.

Allow me to say, that we shall have to approach this problem, which is more economic than anything else, under a few of these main heads:—Agriculture and subjects allied to it; household arts and cottage industries, co-operation and marketing of products, communications, nutrition, public health, education, social amenities, and finally, the machinery to work out the activities and to supervise them. We have to, I lay special stress here, make our scheme for rural reconstruction thoroughly practical and not costly. "The test of the plan is, not just whether it is good for the people, but whether they will accept it."

With your leave, I shall say a few words on each of these subjects.

*Agriculture.*—As it is, if the crops do not fail, there will be rice enough for seven months only. So that, we have to increase production and take in more ground, if possible, for cultivation. The farmer has to be induced to use better seeds and more manure. He has to be provided with sufficient water for his operations. Along with this subject, we have also to see the possibilities of orchard, kitchen and flower gardens, the rearing of nice cattle for milk and butter, and of lusty bulls for the plough and the carts, and all for manure. These will go to increase the amount of foodstuffs and to improve the working efficiency of the villager. These will also provide work for those who are not engaged in the cultivation of paddy, and even for the farmer in his off season.

*Cottage Industries.*—Other subsidiary industries, and they form a very important and profitable item, we shall have to consider under the heading of cottage industries. These give a good return as only simple and cheap equipment is needed to produce them. The major part of the price will go to the producer's pocket. They also give work to a number of people. The existing ones will have to be better organised and improved, and many new ones to be started. A list of these we shall have to prepare after due deliberation. We can well copy Hyderabad and Mysore in this matter and gather the benefit of experience, as they have made a fair start in it, long ago.

*Co-operation.*—The villagers will stand in need of funds, seeds, manure, materials for small-scale industries, and of timely advice. The products of their labour, after the local and household want are met, they should be able to sell, without passing through the grabbing hands of the middlemen, so that they might get a fair return for their honest work. In all these matters, the help of co-operative societies will be inestimable. In fact, the history of many a European country teaches us that co-operation is, so to say, a magic wand to vivify village life, and to make it happy and contented, even self contained. This important aspect we have to study critically and make the needed recommendations to the Government.

*Communications.*—"If agriculture and industry are the body and bones of a national organisation, communications," says an authority on the subject, "are its nerves. Roads are essential for national progress specially in the economic, cultural, political and even hygienic lines". The point is so clear that I shall not further labour on it. I shall therefore glance over the rest on my list.

*Health.*—is a vital topic. There we should give more emphasis to prevention than to cure. Preventive measures will, among others, include sanitation, elimination of dirt, infection and influences harmful to health, resort to good food, pure water and air, maternity and child welfare.

In some parts, the villagers will have to be taught to take proper nourishment, and to keep themselves and their surroundings clear to avoid contagion and the elements of first aid and nursing, by pamphlets, leaflets and lectures as well. It will be ideal if every village can be provided with an Ayurvedic Dispensary and a group of villages with an Allopathic Hospital.

*Education.*—Every village may have its own special problems. But the neglect of the right sort of education of the boys and girls and of adults too the insanitary habits and the waste of manure, and of money caused by certain social customs, are common to probably all villages. Mother is, more or less, mainly responsible for the health and happiness of the home. Women must be elevated to their proper place as guardian-angels of the homes. She must know how to bring up children, how to make and mend clothes, how to cook, how to keep her clean and her family healthy. She must learn the value and use of simple medicines and remedies." The village school should be the training ground of good citizens and model housewives. At present, it is not well adapted to rural needs. "No more potent instrument" writes Lord Linlithgow, President of the Agricultural Commission, "lies to hand for promoting rural development than a bold determined and persistent drive towards the goal of a sound primary education in the country side". The village school is rightly termed the nursery of the future. We should also envisage the training of teachers in arts and crafts also, of ladies as nurses and midwives as well, for work in villages.

*Social Amenities.*—The village school masters should try to make the village school serve the purpose of an organisation to give the necessary stimulus so as to avoid the village being a dull spot. In an English village, the school gets people together "for recreation, study, self-improvement, amusement, handicrafts and so on. In a well-organised village there will be found study groups, folk-dancing, a library, a dramatic society sports club, scouting and girl-guiding, a women's institute and a charitable society." These will generally be assisted by both private and public funds.

As the Royal Commission on Agriculture said:—"If the inertia of centuries is to be overcome it is essential that all the resources at the disposal of the State should be brought to bear on the problem of rural uplift. What is required is an organised and sustained effort by all those departments whose activities touch the lives and the surroundings of the rural population." The departments are those of Agriculture, Industries, Co-operation, Education and of Public Health. But, "until the villagers are also ready to work hard, to think hard, to join together and sink their quarrels and parties in joint efforts, to deny themselves luxuries, to practise the sternest thrift and self-sacrifice, nothing can be done". So says Mr. Brayne and he ought to know. It is only by the co-ordinated work of the beneficial departments and of the non-official public that any real solid work of lasting benefit could be done.

*Machinery.*—This takes me to the last item of our programme namely, the machinery of rural reconstruction. In his scheme for rural reconstruction, Sir Visweswarayya adopts the Japanese plan which has worked very well in that country. He thinks India can profitably follow that plan. The house or family is the unit. The village association is to consist of the headmen or house-masters of families. This association is to meet twice a year to carefully examine every measure suggested with a view to increase production, and income and to promote a healthy, happy, social life. It lays out the programme of work and prepares the budget for it. At the yearly conference, experienced leaders and business men who have studied rural problems are to be invited to advise the people how production can be increased, occupations multiplied and the prosperity of the village, promoted. Lectures will thus be delivered, discussions, fairs and exhibitions held and the whole conference will be wound up by invoking divine blessings on the undertakings initiated by the association.

The actual work is to be carried out by its Executive Council of 7 to 11 of members who will be elected by the association at its conference. In the election of members to this council great care and fore-sight are needed. No party prejudice or political bias should enter into it. The only consideration should be the welfare of the village, and the pure character, sincere patriotism and the ability of the member to work for it. The Government may nominate to this council a few officials. This council is to meet once a month at least. The expenditure is to be met from contributions of the members and Government grants. "Some of the model villages in Japan", says Sir Visweswarayya, "owe their business success and prosperity to the exertions of leading citizens who took village uplift work as a matter of patriotic public duty. They organised village associations, prepared improvement schemes and rules for operating them,

and watched the progress of the work from stage to stage till the villagers acquired sufficient experience and enthusiasm to carry on the work themselves.

This preliminary meeting will be glad to hear other members also if they have already considered over the matter, and have any suggestions to offer about our work.

I am glad to find that we have on our body the Editors of four newspapers. Their help will be immense in the publishing nature of our work and in canvassing useful and practical suggestions to assist us in the performance of our duty.

Thank you for your patient hearing.

T. K. KRISHNA MENON

Chairman

## APPENDIX A 1

### Chairman's Concluding Remarks

Gentlemen,

The order constituting this Committee is dated the 27th of March, 1946. But it was only on the 18th of April that Government passed orders on a few essential matters that would enable it to start its work. The Committee was asked to base its recommendations on certain Plans and Proposals and to submit a report on the 8th of May, i.e., six weeks from the date of the original order. For copies of these the Government had to be addressed. Even then only certain parts of the Plans were supplied to the Committee on the 18th of May, while the proposals of the Public Health Department and those of the Director of Panchayats were received by it only on the 22nd of the May and 1st June respectively. At a late stage, the Committee was told that it need not consider other proposals. Copies of the V Part of the Plan regarding industries I got only last evening, i.e., on the evening of the 19th of June. We meet to day to pass our report. We have not as yet been supplied with the suggestions received by the Hon'ble Minister from the various Panchayats.

The request of the Committee to grant it time for the submission of its report till the 16th of July was only partially met by extending the period till the 14th of June while its prayer for a full time clerk and the services of the typist were not complied with.

If the Committee was an unwanted one its members could well have been spared the trouble and humiliation. It will take some time for the pain to distil away leaving only the sense of satisfaction of having turned out, inspite of difficulties, a real work of lasting good.

Gentlemen, we have all been at this labour together as members of a peaceful family. I thank every one of you for the generous support you have given me. The result we have achieved is entirely due to the united effort of a brotherly team-work over which I think we can justly be proud.

Rural Reconstruction is the great desideratum of the day. With difficulties the Government may have to confront in the early stages, but there are glorious peaks ahead. And we have in our humble way shown how this central motive is to be utilised for enriching rural life.

The contentment and happiness of the villages alone will usher the country into a world of peace, ease and plenty. We are sure that patience, patriotic labour and service will be able to crown the work with success, and to carry forward the grand tradition of ordered freedom and progress for which our land is legitimately famed.

## APPENDIX B

### MEMORANDUM

#### Village Improvement and the place of Co-operative Societies in such a Scheme

Cochin is predominantly an agricultural country and any scheme for village improvement should aim first at providing all necessary amenities and secondly at bettering the financial condition and the standard of living of the agriculturists who form the bulk of the rural population.

Such a scheme of reconstruction of village life can again be worked out only through the combined efforts of the Government and the villagers themselves.

2. Government have direct responsibilities in certain matters. Provision of roads, water supply, educational facilities social amenities, medical aid and sanitation, etc., are urgent problems in the rural areas. The departments concerned should work out a ten year plan which should include even the remotest village in the State. Co-ordination should be attempted and a State ten year plan should be evolved. A Rural Development Board should be created. The Board should not be merely an advisory body. It should be vested with powers for directing and guiding the activities of the Development Departments and it should be its responsibility to see to the success of the All Cochin Plan.

3. Another aspect of rural reconstruction is the raising of the standard of living of the rural population. The appalling poverty of the people is a grim reality and this is one of the biggest problems, which stands as a permanent obstacle in the way of progress. Due to various reasons, the agricultural industry is now more or less a gamble. The measures so far adopted to introduce scientific methods have failed due to obvious reasons. No amount of Government effort will be fruitful unless the suggestions for improvement are demonstrated to the cultivators through their own agencies.

4. The pace of Rural Development in Cochin can be accelerated by a proper place in it to the Co-operative movement. There is no subject of immediate interest to the rural population be it better credit, better farming, better sanitation or better living which cannot be taken up by a co-operative Society. If the cultivators are to be won over to the use of better seeds, to improved methods of cultivation, to the better care of cattle or to the adoption of precautions against disease it must be through the agency of their own organisations. Hence Co-operative Societies in our villages must be so organised as to meet the needs of the rural population.

5. A Village Society should provide funds for short term requirements including crop and produce loans as well as Inter-loans for medium term requirements of its members. It should arrange for the joint purchase and sale of the necessaries of life including farm implements, manures, seeds, etc. The society should introduce and encourage improved methods of agriculture for which it may maintain a model farm under it consistent with its finances. It should encourage cottage industries and thereby increase the income of the members. The society by itself or through sale societies situated centrally to 4 or 5 villages should see to the proper marketing of their produce. The long term requirements of the agriculturists for making permanent land improvements, for construction of houses, etc., should be met by the Land Mortgage Bank by expanding its present functions. Each primary society should have as far as possible a paid Secretary and the marketing society of the contiguous 4 or 5 villages should necessarily have a paid Secretary. An office and a godown are also desirable. As far as possible Government should grant necessary finance for the construction of the godown and buildings at low rates of interest repayable in a series of years.

6. In connection with the measures for agricultural implements it will not be out of place to add a few suggestions about consolidation of holdings. The prosperity of agriculture in any country is dependant on the size of holdings. In most villages of the State, fragmentation of holdings have taken place due to various reasons. Such fragmentation has increased the cost of cultivation per unit area. It involves great loss of time and energy and makes efficient farming impossible.

7. Any amount of legislation will not secure consolidation of holdings. Voluntary co-operative consolidation of holdings is the only course that has been followed with success in India. The process of consolidation consists in bringing together into one solid block or as small a number of blocks as possible, the large number of scattered holdings of land belonging to anyone individual. There is no doubt that the scheme is a bit ambitious and that there will be numerous difficulties as well as vehement oppositions from vested interests. But what has been achieved in the Punjab clearly indicates that all oppositions and obstruction will die out once the cultivators realise the great advantages of consolidation. A good deal of propaganda and patient, sustained effort, atleast in the initial stages, will alone bring success. It is worthwhile to try the Punjab scheme with necessary modifications to suit the conditions prevailing in our State in one or two select centres atleast as an experimental measure.

8. Having given the above broad details, I shall attempt to indicate how these can be translated into action through the Co-operative Societies.

9. *Land Mortgage Bank*.—This Bank situated at Trichur should give loans for land improvement and house construction over and above the objects for which it now lends. The present rate of interest charged by the Bank should be reduced from existing rate of 5 per cent to 4 per cent. In order to enable farmers to repay their debts from the earnings from their lands, they must be provided with cheap long term credit. In normal times the return from agricultural lands will only work out to 3 to 4 per cent on the capital sunk on them. So if the rate charged on long term loans exceeds 4 per cent, the agriculturists will not be able to redeem their debts from the earnings of their land and they will be compelled to repay the loans from new borrowings. Thus they will be always creating new debts. The only remedy is to reduce the rate of interest charged on long term loans. As a first step the rate of interest charged by the Land Mortgage Bank should be reduced to 4 per cent and the Government should subsidise the Bank to enable it to meet their establishment charges and to declare a minimum dividend of 4 per cent on share capital. The maximum amount required for subsidisation will not come to more than Rs. 20,000 per year.

10. *Primary Societies*.—Till recently, all the village societies were dealing only in credit. Now many of these have turned themselves into multi-purpose institutions and working many non-credit activities. They should hereafter concentrate on the following.—

(a) *Short term loans*.—Such as crop loans, produce loans, etc.

(b) *Inter loans from 5 to 10 years*.—For purchase of cattle, digging of wells, construction of cattle sheds, etc.

(c) *Stocking and distribution of good seeds, seedlings, small farm implements, etc.*, with a minimum margin of profit to defray establishment charges. The Agricultural Department should undertake to keep all the societies supplied with the above on requisitions.

(d) *Stocking and letting out on hire costly implements and machinery*.—Spraying machines, pumping sets, etc., come under this item. Here also the Agricultural Department can render substantial help in getting down suitable sets at competitive rates.

(e) *Supply of good cattle*.—The Agricultural Department should help in getting down milch cows, buffaloes, etc., from outside. It should also distribute its calves of the farm to societies under a systematic plan at nominal cost instead of auctioning them as at present.

Goats, Poultry, etc., may also come under this head provided demands come from villages.

(f) *Stocking of cattle food*.—The societies should do this wholesale and retail them at prices cheaper than local market rates.

(g) *Necessaries of life*.—Provided there is adequate demand, societies may stock and distribute necessaries of life.

(h) *Godowns*.—Each primary society may have a godown constructed under Government loan at cheap interest and repayable in a long number of years. The agricultural and other produce housed in such godown may be marketed through the marketing society contemplated in the subsequent portion.

(i) *Agricultural demonstration*.—The primary societies may have a small model farm consistent with finances. It may also, according to availability of funds, try to have a couple of demonstrations in private lands of members, the societies defraying losses if any occasioned by such improved and scientific system of cultivation. This alone will force agriculturists to adopt the improved system. Provided a few of these ventures prove successful, the villages will thereafter voluntarily adopt the system without asking for guarantees from anyone. The Agricultural Department should render all facilities in this matter.

(j) *Grazing grounds*.—Each village should have five acres of grazing ground grown with good types of grass. These grounds should be provided by Government either by giving porombokes or by acquisitions under a ten year plan. The management of these grazing grounds should vest with the societies. Annual maintenance charges should be defrayed by the respective Village Panchayats.

(k) *Village libraries* should be transferred to the village societies. Existing grants should also be increased.

(l) *Small flour, paddy husking, etc., mills* may be owned and worked up by village societies provided there is scope.

The above more or less exhausts the functions that could be undertaken by village societies.

11. The Stores industrial, collective farming, Rural Development and other types of societies now existing in villages may continue as separate entities. Provided there is scope or other facilities the societies of these types may be allowed to be organised afresh as separate institutions in future also.

12. The next chain in the structure is the higher type of organisation in minor towns serving about half a dozen villages. Their constitution and structures should be more or less as under.

(a) *Constitution*.—They will be limited liability societies with decent share capital. Membership will consist of societies in the area served by it with individuals also of the area. The management will be in the hands of a committee of seven consisting of,

- (1) 2 representatives of the societies affiliated to it.
- (2) A representative of the individual members.
- (3) A representative of the Co-operative Union having jurisdiction over the society.
- (4) One of the Officers of the Transferred Departments who has his Head-quarters in the locality.
- (5) Two nominated by the Registrar.

The Village Centre which the Government has under contemplation should be attached to this society. The society will have a full time Secretary and staff according to necessity.

(b) *Functions*.—Marketing of agricultural, etc., products brought into it by the primary societies in the area on a commission basis. Marketing of produce brought by individuals in the area may also be undertaken on a higher commission.

The Village Centre under Government's contemplation should consist of a big plot of land with a good garden and good hygienic buildings. These buildings which should be handed to the society for management will house the Society's Office, Village Panchayat Office, healing centre and a library. There will be a meeting hall also. Quite removed from these, we may have buildings for promising industries of the locality and a theatre. The gardens should have nurseries for growing and stocking vegetables, seeds, seedlings grafts of garden plants, etc. The Health centre should be fully equipped wherever possible adult education should be attempted. The meeting hall should be the place for propaganda lectures.

The management of this centre should vest in the society entirely. A village guide working in this centre and paid for by Government will be the Laison Officer of all the Transferred Departments and work under the society. Government in regarding roads, irrigation and other requirements of the area the authorities of these centres can advise.

Provided the business side of the society namely, marketing is encouraging it will enable the society to work without any aid from Government.

13. *Financial commitments of these schemes* to Government will be as follows.—

(a) *Primary societies*: Provision of grazing grounds will alone involve a capital non returnable expenditure. If porombokes are available, the expenditure will come to Rs. 1,000 each required for levelling, fencing, etc. If porombokes are not available it will come to Rs. 6,000. For 200 such grazing grounds in the whole State (out of 272 villages, 72 is left outlying towns, etc.) the expenditure will come to Rs. 12 lakhs. Under a ten-year plan it will work out to 1.2 lakhs adding 8 lakhs for maintenance it will work out to Rs. 2 lakhs per annum for 10 years and thereafter to . . . 8 or 1 lakh for maintenance alone thereafter.

(Godowns being constructed only under loans from Government and repayable with interest in yearly instalments do not cost anything to Government).

(b) *Marketing Societies with the Village Centre*.—(i) Land and Buildings of the Centre will cost to Government Rs. 20,000 each. Another Rs. 5,000 may be estimated for furnishing equipments, etc. For 40 centres (200 villages of the State divided into 40 centres at the average of 5 villages per centre) will cost to Government Rs. 10 lakhs, capital expenditure.

(ii) Recurring charges of the society proper is not contemplated. The societies with their marketing, etc., sides are taken to work as self supporting units.

(iii) The appointment of the village guide or Laison Officer will cost to Government (Rs. 50-75 plus consolidated T.A. Rs. 15) or Rs. 1,000 per annum for each centre or Rs. 40,000 for 40 centres. Adding Rs. 10,000 for unforeseen expenses the amount will come to Rs. 50,000.



14. The total expenditure for these centres will be Rs. 1 lakh capital and Rs. 50,000 recurring for ten years, after which only a recurring expenditure of Rs. 50,000 will result.

15. Grand total for primary societies and centres will be Rs. 3½ lakhs per annum for 10 years and thereafter 1½ lakhs.

*Note.*—1. Only pre-war rates have been taken into account.

2. The autonomy of societies in the centre should be kept in tact.

16. The following are, more or less, good places for the 40 centres of this scheme.—

- |                                     |                      |
|-------------------------------------|----------------------|
| 1. Pulikkamyal (East Mulanthuruthy) | 21. Rappal           |
| 2. Kanjiramittom                    | 22. Adoor            |
| 3. Kanayannur                       | 23. Veembil          |
| 4. Eroor                            | 24. Varadium         |
| 5. Maradu                           | 25. Ambalapuram      |
| 6. Panangad                         | 26. Velloor          |
| 7. Cheranellur                      | 27. Keecheri         |
| 8. Kumbalanghy                      | 28. Pengamukku       |
| 9. Malipuram                        | 29. Nelluvai         |
| 10. Edavanakad                      | 30. Koonamoochi      |
| 11. Vakakkumbhom (Chowwarah)        | 31. Mulloorkara      |
| 12. Lokamaleswaram                  | 32. Chelakkara       |
| 13. Vallivattom                     | 33. Desamangalom     |
| 14. Karuvannur                      | 34. Pazhayannur      |
| 15. Pazhuvam                        | 35. Thiruvilwamala   |
| 16. Anthikad                        | 36. Nalleppilli      |
| 17. Kanjani                         | 37. Ayloor           |
| 18. Eravu                           | 38. Kozhinjampara    |
| 19. Chiyaram                        | 39. Pattanchery      |
| 20. Trikkur                         | 40. Choorakkattukara |

In selecting four places for a year under a ten year plan the selections may be made from the several parts so that all parts may get the benefit in a year.

*Conclusion.*—I am confident that the above scheme if worked in right earnest, will surely bring out vast improvements in village life and also tend to increase the earning capacity and standard of life of the villagers. A Development Board co-ordinating the activities of the several departments and going into the details of work actually turned out periodically will be really useful.

(Sd.) B. M. MULLOTH

*Registrar of Co-operative Societies*

20th May 1946.

## APPENDIX C

### Cottage Industries of Cochin—Brief note

In drawing up any scheme for the organisation and development of cottage industries, the following points have to be considered.—

1. Organisation of existing cottage industries — Departmentally or on co-operative basis.
2. Starting of new industries.
3. Supply of raw materials.
4. Finance for preliminary expenses and working capital.
5. Training in existing and new industries.
6. Payment of subsidy, bonus, purchase of products by the Government, etc.
7. Marketing—Publicity — Exhibitions — Show-rooms — Industrial and Commercial Museums—Industrial Directory.

*Organisation of existing Cottage Industries.*—Due to density of population and inadequacy of agricultural lands, quite a large number of persons in the State are earning their livelihood by attending to some cottage industries. Coir, weaving of Bamboo mats and baskets, Carpentry, Smithy, Leather-works, Bell-metal, Oil pressing, Handloom weaving, Bee-keeping are some of the most important cottage industries of the State which are being pursued as full-time occupations. Three methods are open for organising these, namely,

1. the industries may be run directly by the Industries or Co-operative Department.
2. industrial Co-operative Societies may be opened.
3. the worker may be left alone, the State extending to them all possible help by way of loans, marketing facilities, etc.

The first method is not advantageous. Generally it is found that when things are being managed departmentally, the Officer-in-charge will be bound strictly by the rules laid down by the Government and he will have no chance for exercising any initiative. The third method is also not welcome since it will be placing poor and illiterate workers at the mercy of middlemen. The best course is therefore to organise the industries on co-operative basis. In the case of industries in which there are only a few workers, they may be attached to any other industrial society or even to a credit society. And in the self-sufficiency schemes, the tendency is also to organise multi-purpose societies, so that there is no harm in attaching one or two industries to a credit society. In organising industrial Co-operative Societies in the State, and as a matter of fact in the whole of Kerala, there is not the same easiness as in Tamilnad or Andhradesa, since here the workers are spread throughout the State and only in a few places we find workers living in adjacent houses. In such cases, a central society may be organised in a particular locality and branches may be organised in other parts of the State. The case of carpenters is an instance in point. At present quite a large number of them are living in Chowur Perumpillissery area, and hence their society in Cherpu is working satisfactorily. It remains to be seen whether similar societies of carpenters can be organised in other parts. The best course therefore it seems would be to start branches of this society in other parts of the State.

*New Industries.*—Besides the existing 14 or 15 important cottage industries, there is scope for introducing many new items as malt-extraction, making up of glass bangles, tinned fruits, syrup, dehydration of vegetables, purification of China Clay, manufacture of chalk, toys, porcelain ware, lead pencils, shoe laces, wood polish, silver and gold threads, games requisites, weaving of carpets and quilt beds, seri-culture, etc., etc. The State has to take the initiative in the matter. Persons who have special interests in the line should be sent out for training or Government should get down experts.

The experts should be allowed to work their scheme patiently. The case of the manufacture of brush in Cherpu Centre is in an instance in point. A very capable expert was got down from Travancore with the help of the Director of Industries, Travancore Government. Being a new industry, it took much time for the Industries Department to get the necessary equipments for the expert and it is reported that the expert was able to work for only about 2 weeks before his term expired. The products made were beautiful. In Travancore this industry provides work for nearly 2,000 persons at present and is fast developing. In this State also we have got sufficient quantity of Palmyra fibre, hair, cocoa-fibre, etc., and yet the industry has not been purchased.

*Raw Materials.*—Another important item is the supply of raw materials at cheap rates. Central institutions as the marketing Society should get down raw materials wholesale and distribute same after appropriating a small profit to cover supervision, etc., charges. In the case of Industrial Co-operative Societies which are members of the marketing society, raw materials may have to be given on credit basis. Since the former may not have sufficient working capital with them. Not much risk is involved in the matter of the limit is fixed after ascertaining the views of the Registrar of Co-operative Societies.

*Finance.*—Sufficient funds should be placed at the disposal of the primary societies and Central Marketing Society for meeting preliminary expenses and also for working capital. A Co-operative Society being a poor man's concern, it will not be possible for it to raise the necessary working capital by selling shares alone. Government have to advance loans at low rates of interest, say, 3 per cent repayable in 20 years. The loans may bear no interest during the first five years so that by this time the societies may build up sufficient working capital. For safeguarding Government Funds full-time Secretaries may be appointed by the Government and

Government may meet their pay during the first five years and thereafter the pay may be debited to the funds of the society. Government may also retain control over the election of Committee members and may even nominate the majority. This interference by the Government on the functions of an autonomous institution should not be criticised as this is found to work quite satisfactorily in practice. To begin with full-time Secretaries may have to be appointed in 25 Societies and the pay of the Secretaries may be fixed in the grade of Rs. 40—60. The Secretaries of the two central institutions, *viz.*, the Cochin Cottage Industries Co-operative marketing Society, and Coir Marketing Society may be paid Rs. 100—150 each. Proper care will have to be exercised in the selection of Secretaries and they should be given practical training in the principles of co-operation, book-keeping, working of a few cottage industries, etc., in the proposed cottage industries Institute (see below). In many special cases, free grants and bonus may have also to be sanctioned to enable the societies to become self-supporting.

*Training in existing and new Industries.*—Judging from the number of ex-students of Industrial Schools, who have taken to industry after studies, it cannot be said that Industrial schools alone can be depended upon to train up the public in different cottage industries. The several Industrial Co-operative Societies and other institutions should be encouraged to take in apprentices. It would be advisable to start without delay a Cottage Industries Institute in the Industrial Centre, Cherpu. The institution may be modelled after the A. I. V. I. A., Vardha, the Government Cottage Industries Institute, Gulzarbagh, Y. M. C. A. Rural Development Centre, Marthandam and the College of Rural Reconstruction in Gwalior. Theoretical and practical training in cottage industries, principles of co-operation, book-keeping, business organisation, salesmanship, etc., should be arranged in the institute. All Panchayat clerks, Secretaries of Co-operative Societies and Primary School Teachers may be directed to undergo course in the Institute. Public may be also admitted and stipends may be offered to those who join as students. After training these persons may be absorbed in Industrial Co-operative Societies.

*Payment of Subsidy, etc.*—Besides giving loans at liberal rates, Government should pursue an active policy of giving free grants, scholarship, bonus, to Secretaries and Committee members and subsidy on production basis. The Government should also make it a rule that as far as possible products made in the State should alone be purchased even if the price is 15 per cent or 20 per cent higher than those available in outside markets.

*Marketing*, is the crux of the whole problem. The Cochin Cottage Industries Co-operative Marketing Society should be encouraged to pursue a more active policy in all directions. Wide publicity should be given to our products in the papers and theatres and the State should bear the expenses. Such exhibitions as the Trichur Pooram Exhibition should be encouraged. Goods should be sent to exhibitions in other States and Provinces. Show-rooms should be organised in and outside the State. An Industrial and Commercial Museum should be organised without delay and the products of this State should be sent to similar Museums in Poona, Calcutta, Mysore, Madras and other places. The working of the several cottage industries may be filmed and shown in other provinces. An Annual Industrial Directory should be published by the Industries Department in which details of the different cottage industries should be given. For co-ordinating the activities of the institutions engaged in production and marketing and for assisting such Government Departments as Ayurveda, Forests, etc., in marketing their products, it should be desirable to consider the question of having even a separate department for marketing. This organisation may undertake surveys from time to time in respect of the several products of the State, take steps to introduce standard grades; quality, containers, weights, advise Government and local bodies in the matter of regulation of markets and market charges, publication of bulletins on industrial and commercial matters, undertake publicity work, develop export markets, act as the Stores Purchasing Agency of the several Government Departments and local bodies. This organisation will be able to do a lot for cottage industries.

I shall now touch upon some of the most important cottage industries of the State.

*Coir.*—There is large scope for the application of the co-operative principle to the coir industry which supports about 4000 persons in the coastal areas between Chellanam and Kandassankadavu. There are already a few societies engaged in the trade. Their activities should be expanded and there is scope for organising at least ten coir societies. These coir societies should be affiliated to the Central Coir Marketing Society which has already been

registered. Government may be pleased to sanction a working capital of Rs. 5,000 to each primary society and Rs. 2,00,000 to the Central Society. The Central Society should assist the primary societies in marketing their products. Funds should be also advanced to them against goods deposited. The primary societies should be encouraged to improve the quality of yarn and to take up weaving of coir mats and ropes.

*Hand-loom weaving.*—The problems of the hand-loom weaver centres round four main difficulties, viz., (1) his survival in the competition with the mill products whether indigenous or imported; (2) the position of finance to enable him to purchase cotton yarn, lace and other raw materials and to keep himself and his family alive till he is able to sell his finished products; (3) Problem of master-weavers and (4) the marketing of his goods. These items have to be considered when registering societies. There are nearly 3000 weavers in the State who are living in Kittampilly, Eravathy, Chittur, Chennamangalam and other places, and there is scope for organising nearly a dozen weavers' Co-operative Societies. The marketing Society should consider the question of supplying prepared warps, designs, standardisation of products, etc. and erection of a calendering machine. One or two societies may be encouraged to take up printing work; making of improved designs of shirting, etc. Fulltime Secretaries should be appointed in all societies and the society should be given a loan of Rs. 5,000 each.

*Leather.*—There are nearly 2,000 Perumkollas in the State who are engaged in making attractive chappals, sandals, shoes, suitcases, etc. Almost all the workers are poor and illiterate and are working for middleman, and are heavily indebted. A society is working successfully in Cherpu. Its activities should be further expanded with branches at Kunnamkulam, Cherai, Ernakulam and other places. They should be also encouraged to use small machines. Unless the workers are encouraged and organised, their future is gloomy as they will have to face severe competition from such organised factories as Bata, etc. A full-time Secretary may be appointed in the society.

*Bee-keeping.*—Agriculture has developed to some extent in the State under the patronage of the Government. A society is now engaged in the work, and Government are actively assisting the institution. The natural vegetations of the State give sufficient pasturage for successful agriculture. The forests abounding in tropical vegetation give perennial flowers. The vegetation in the plains both perennial and annual give seasonal flowers. Model farms with 100 or 200 hives in each Taluk should be organised. Only about 2000 hives have so far been distributed. More hives should be manufactured soon and distributed at concession rates. Regular propaganda should be instituted regarding food value of honey, advantages of bee-keeping, etc. A Secretary on Rs. 40-60 and six organisers on Rs. 25-40 may be appointed. The society may be also given a loan of Rs. 10,000.

*Screw pine.*—Ordinary variety of screw pine thrives well in the State and the making of mats provides subsidiary occupation for about 4000 persons. The mat is an excellent materials for packing purposes and they are being sold now at fairly good rates. At present the profit of the industry is being appropriated mainly by middlemen and so steps have to be taken soon to start societies for the poor workmen. To begin with society with a working capital of Rs. 5,000 with a full-time Secretary may be started in Cranganur. Steps should also be taken to plant in this State superior screw pine and the industry of making shopping baskets, hats, etc., should be encouraged as in Travancore.

*Bamboo and reed mats and baskets.*—About 11000 persons are engaged in the industry and they depend on middlemen. Owing to severe competition from middlemen and illiteracy of workers the two collecting centres started recently by the Government as an experiment cannot be said to working quite satisfactorily. The betel leaf baskets of Vadakkancheri, Mulakunnathukavu and Mullurkara areas are getting good sales in Karur, Sankaridurg and other places and it is estimated that the daily consumption of baskets in the season will be nearly 5000. Similarly is the case with bamboo mats which has got a market throughout South India.

About 1000 persons in Chowwara and Chalakkudi areas are making reed mats and during war-time there was heavy demand. Two societies in Chowwara area attempted to organise the industry there but the attempt cannot be said to be successful. There should be a separate organisation there for collection of odas, issuing some to workers and for marketing. In Chalakkudi besides private agencies an attempt is being made to work up the line in the Vijayavapuram Colony. The work should be further expanded.

In the case of bamboo industry things are not so easy as they seem. The estate will have to interfere at every stage of production and the entire trade should be licensed if any attempt at helping the poor is to succeed. An attempt should be made to fix a minimum living wage and issue of bamboo from the forests should be so arranged that maximum benefit is given to the actual workers. The society should have a good working capital, at least, Rs. 10,000 to begin with and there should be suitable sheds to stock the mats and baskets. If the workers are to be loyal to the society the purchase of the mats and baskets should be continued irrespective of seasons.

*Kora Grass Mats.*—About 200 workers are engaged in the trade and they are mainly in Chittur. They have to be taught to make shopping baskets, dining table mats, etc. for which there is demand from foreign countries. The society organised for the purpose should be asked to take more active interest in the workers. At present it is reported that only about a dozen workers are sending their products to the society. A full-time Secretary on Rs. 25—40 may be appointed in the society. The society has got sufficient funds at present.

*Khadi spinning and weaving.*—Although there are about 1,000 spinners in the State there are only less than 50 Khadi weavers, because it is easier to organise spinning than Khadi weaving. Further the wages that a new Khadi weaver gets is far less than that a weaver who uses mill yarn. The society organised in Cherpu Centre is doing splendid work in this direction. By giving stipends, scholarships and subsidy on production basis, the society is doing everything possible to encourage the industry. The work is really appreciated by the A. I. S. A. and the institution has been affiliated to the Central organisation, viz., A. I. S. A. Attempts have to be made to begin printing, etc. work in that section. The society should start branches in other parts of the State.

*Bell metal.*—Cochin is famous for her bell metal industry and at present the trade is mainly in the hands of middlemen. As in Kalahasti there are a few middlemen who have organised the industry on a work shop basis and their work is commendable. But it is doubtful how far the workmen have benefited by this, except that they get their wages. A society should be organised in Irinjalkkuda with a working capital of Rs. 10,000 to begin with. There should be also a full-time Secretary. In due course, societies may be started in Kunnamkulam, Trichur, Chennamangalam and other centres.

*Potteries.*—There is a fairly large number of potters in the State. They are distributed throughout the State, are poor and illiterate. Modern improvements in the wheel, etc., have not yet reached there. The society should be started in Nadathara, where there are nearly 50 families. It is observed that the clay available in and about Nadathara is suitable for further developing the industry. Government should take steps to instruct the potters to make improved kiln and pottery ware. The efforts of the Department of Industries Madras, are successful and may be copied with advantage here also. A sum of Rs. 10,000 may be set apart for this industry.

*Embroidery, Lace work, etc.*—This provides useful occupation to many girls. The products are being consumed mainly at present in the homes of the workers. An attempt should be made to introduce these in the market. There is a scope for developing the work of making ready made articles for dress here as in Madura and other places. There is a society in Trichur, viz., Vaniha Vyvasaya Co-operative Society. The activities of the society should be expanded. A loan of Rs. 5,000 and a full-time Secretary should be appointed. A similar institution may be started in Ernakulam also.

As stated above already all the cottage industries of the State may be organised on co-operative lines. Necessary loans may be issued to them at low rates of interest and full-time secretaries may be appointed in all of them. To begin with 25 societies may be put in working order according to this plan. For working the scheme a separate department which may be designated as Department of Cottage industries and marketing may be constituted and an officer may be put in independent charge of the same. It may function as part of the Industries Department as the textiles branch or may be attached to the Co-operative Department.

If the office is attached to the Industries or Co-operative Department, no additional staff need be appointed in the initial stages. A person who takes active interest in the working of cottage industries, who can sympathise with the poor in their struggle for existence, who is

interested in development of co-operative societies and one who has travelled widely in other Provinces and States and seen things there personally may be appointed as officer in charge. The success of the same will depend to a very large extent upon the personal interest taken in the matter. For meeting the expenses connected with the organisation of the new Department, appointment of Secretaries, payment of loans, bonus, grants, stipends and subsidies for starting the Cottage Industries Institute a non lapsable fund 'Fund for Development of Cottage Industries and Marketing' may be started and every year a sum of Rs. 50,000 may be provided under regular establishment but their pay may be debited to this fund. The loans repayable may be issued from this fund. The rules regarding Rural Development Fund may be adopted here also and the rules should be liberal.

For guiding the activities of the new Department an Advisory Committee consisting of representatives of Labour, Co-operative Societies, Panchayats, Municipalities, Legislative Council and the Government may be constituted. The Hon'ble Minister in charge may be the Chairman of the Committee and the Officer in charge, the Secretary and convenor.

(Sd.)

K. SREEDHARA MENON

#### APPENDIX D

### REPORT OF THE COMMITTEE APPOINTED BY THE GOVERNMENT TO ENQUIRE INTO THE WORKING OF THE CO-OPERATIVE MOVEMENT

#### I. APPOINTMENT OF COMMITTEE

The following Orders, dated 7th January 1943, D-5-26855/17, Development Department were issued by the Government.

"Government are pleased to appoint a committee consisting of the following gentlemen to examine the progress made by the co-operative movement in the State and to suggest suitable measures for effecting necessary improvements.

1. M. R. Ry. I. Rama Menon Avl., Retired Superintendent of Agriculture.
2. " A. K. T. K. M. Vasudevan Nambudiripad Avl., President, Cochin Central Co-operative Bank.
3. " K. R. Achyuthan Avl., M. L. C.
4. " N. S. Rama Ayyar Avl., President, Chittur Co-operative Union.
5. " Joseph V. Manjuran Avl., Director, Cochin Central Co-operative Bank.
6. " P. Madhava Menon Avl., do.
7. " The Registrar of Co-operative Societies.

Of these Mr. I. Rama Menon will be the Chairman.

#### TERMS OF REFERENCE

2. The terms of reference to the committee are the following.—

(a) To ascertain the present condition of the Co-operative movement in the State in its various forms and activities especially with regard to credit, development of Cottage Industries, Agriculture, Marketing and Rural Development in general.

(b) To examine thoroughly its defects and suggest measures to remove them.

(c) To make recommendations as to the ways and means of improving the condition of individual societies and of the movement as a whole.

(d) And to make such other recommendations on any other aspect or aspects of the movement which may seem to them of importance.

3. Mr. V. N. Kunjan Menon, Development Inspector of the Co-operative Department will work as the Secretary to the committee.

4. Sanction is accorded to appoint a Typist clerk on Rs. 25. per mensem for a period of three months within which time the committee will submit its report.

5. All the committee members will be given a uniform rate of T.A., viz., 1½ second class Railway fare, 5 annas mileage and Rs. 2—8—0 daily allowance.

6. A copy of the report of the committee on Co-operation in Madras is forwarded to the Registrar of Co-operative Societies. It is to be returned after use."

II. The first meeting of the committee was held in the Office of the Registrar of Co-operative Societies, on 4th Makaram 1118. The Hon'ble Minister for Rural Development M. R. Ry. T. K. Nayar Avl., was kind enough to inaugurate the first meeting of the committee. The Hon'ble Minister drew the special attention of the committee to certain important aspects of the Co-operative movement.

### III. PUBLICATION AND DISTRIBUTION OF QUESTIONNAIRE

An exhaustive set of questions was prepared and submitted to Government for publication in the Government Gazette. The questionnaire was published in the Gazette, dated 11th March 1943/27th Kumbham 1118. Spare copies were obtained from the Press. These were distributed to all Co-operative institutions, as well as to several leading gentlemen in the State. Copies were also sent to some gentlemen outside the State, interested in the movement.

### IV. REPLIES TO QUESTIONNAIRE

In all 75 replies were received. These replies were circulated among the members of the committee.

### V. GOVERNMENT PLEADER, TRICHUR, APPOINTED A MEMBER OF THE COMMITTEE

During the course of the sittings it was found desirable to have a legal expert on the committee. The Government Pleader, Trichur, who was most conveniently available, was recommended to be a member of the committee. The Government in their Order, dated 11th May 1943, No. D5-26855/17, approved this suggestion.

### VI. APPLICATION FOR EXTENTION OF TERM TILL 31st DECEMBER 1943

The committee had to cover a fairly wide field in investigating into the working of the movement and as it could not finish its work within the period fixed by the Government a recommendation was made to allow time till the end of December 1943. The reasons for the extension of term were fully set forth in the committee's report, dated 25th Mithunam 1118.

Since the typist appointed by the Government joined duty only on 20th Thulam 1119, the services of the typist of the Registrar's Office were availed of whenever necessary.

VII. All the sittings of the committee were held in the Office of the Registrar of Co-operative Societies. One sitting was held in the Central Co-operative Bank at which a few of the Directors of the Bank were present. In all 47 meetings were held. The attendance at these meetings was very satisfactory.

VIII. The Registrar of Co-operative Societies in Travancore very kindly supplied all available information about the co-operative movement in Travancore.

IX. In framing this report the committee had to rely on the written evidence supplied in the shape of replies to the questionnaire, and also on the reports of the Department. The committee carefully perused the Devadhar report which is very exhaustive and contains a mine of information on the co-operative movement in the State. They have made a free use of this information. They have found it unnecessary to offer any general remarks about matters dealt with in Chapter II of that report as they think it would be mere repetition.

### X. THE CO-OPERATIVE MOVEMENT IN THE STATE

The co-operative movement was started in the State in 1089 (1913), the Co-operative Societies Regulation having been passed in previous year. Ever since it has been steadily growing as will be clear from the following statement.—

	1090	1118
Number of societies	11	323
"    members	829	38,352
Working capital	Rs. 6,749	54,72, 74
Total transactions	" 25,342	1,68,74,748
Reserve fund	" 332	5,76,444

Assuming that a family consists of 5 members it will be found that 1,91,760, persons have come within the influence of the movement. This gives a percentage of 13.5 to the total population of the State as compared with 9.5 in Madras, 5.5 in Central Provinces, 3.6 in Bihar and Orissa, 11.1 in Mysore and 22 in Travancore.

We have no doubt that the movement has got a firm hold in the State. But we are inclined to think that its progress has not been quite on sound lines. It has developed mainly the credit side though there are more non-credit societies in the State than in other places; and if the departmental classification of societies into A, B, C and D classes can be taken to indicate the soundness of their working, we find that only 116 are working efficiently, 87 are under liquidation. Several others, overwhelmed with overdues, bad and doubtful debts and managed by selfish, irresponsible and unscrupulous men, have practically ceased to function. We have tried to probe into the causes of this unsatisfactory state of affairs. We are inclined to think that in the initial stages of the movement societies were registered without properly preparing the ground even in localities where there was neither a felt popular demand for them, nor enough scope for doing useful work. We have even noted instances of societies having been registered and cancelled before actual work was started. In our opinion the following are in general the chief causes for the state of affairs that we observe in the movement.

- (1) Poverty and Chronic indebtedness of the members.
- (2) Ignorance and misconception of the aims and ideals of co-operation.
- (3) Lack of honest and sincere workers.
- (4) Lack of adequate supervision,

#### XI. TREND OF THE MOVEMENT: LINES OF IMPROVEMENT

We feel it is a high time to introduce some changes in the light of our experience in the past. We have no doubt that the movement is sound in itself and is capable of doing immense good to the people. Co-operation in Cochin should in future be made the chief means of developing the agricultural and industrial resources of the State with a view to improve the economic condition of the people. In our opinion this ideal has to be attained through the multipurpose societies and the single purpose non-credit societies which we recommend below.

#### XII. RURAL CREDIT SOCIETIES

The Registrar's report for the year 1118 gives the following particulars of rural societies.

Number of societies	..	109
"    members	..	8,939
Working capital	Rs. ..	7,32,561
Deposits from members	" ..	1,15,243
"    non-members	" ..	56,565
Loans from Central Bank	" ..	1,95,446
"    on mortgage	" ..	59,979
On personal security	" ..	1,53,695
The loans are classified as follows.—		
For liquidation of debts	" ..	1,02,211
For agricultural purposes	" ..	1,02,377
Domestic and other purposes	" ..	9,086
We also find the following particulars.—		
Loans outstanding at the beginning of the year	" ..	4,37,434
Loans repaid	" ..	2,61,107
Loans issued during the year	" ..	2,13,674
Balance outstanding	" ..	3,90,001
Over-dues	" ..	1,45,593

37.3% of the loans are overdue. It has also come to the notice of the committee that repayments are effected by granting adjustment loans. This practice is certainly pernicious and has to be condemned. We are inclined to think that the very fact that a loan taken for an agricultural purpose should be left unpaid at the end of the agricultural season shows that the money has been misused and that hardly any check was exercised by the managing body of the society. There is no reason why a loan should not be repaid if it is utilised for the purpose for which it was taken. The society is nothing but a money lending bank, just like any Joint Stock Bank or Hundi



Concern. We are afraid that the credit facilities provided by the rural societies have been very much mis-used. We are of opinion that Rural Agricultural Societies should be institutions intended to develop agriculture and allied industries and not to encourage reckless borrowing.

When we consider how the affairs of societies are managed we are obliged to quote in full the remarks about the managing committees from the Devadhar Report.

"They are the real pillars of the co-operative edifice and their efficiency and honesty are the real strength of the movement. Democracy is synonymous with representative Government and co-operative democracy depends for its success upon the elected representatives of the general body of members. This brings us to village leadership, which is to this day the great unsolved problem of rural India. "The especially favoured boy of the village who goes on to High School and to the distant College never comes back to live and work in the village. Though he will keep his connection there and visit his kinsfolk and old home, the village cannot support him in the way in which he has learned to live and cannot pay him what he can command elsewhere. Most of the leading men of the cities come from the "roadless villages". Though the villagers are proud of their distinguished sons and talk about them and their rare visits, the village has the misfortune to lose their leadership." Thus the society gets as its leaders the unscrupulous money lenders of the place or the self-seeking free lance. They get into the committee by propaganda and somehow manage to continue to be there and exploit the society or their selfish aggrandisement. No elections are held and fictitious proceedings are entered in the minutes book. They take advantage of the ignorance and the helplessness of the masses and exploit the credit of the village society and of the financing bank. They raise the cry of democracy, de-officialisation, and honorary work, deceive the Central Bank, defy the Department, collect signatures, petition the Government and all in the name of the poor members of the village societies. In some places the management does not take sufficient interest in the affairs of the societies. Instances are not also wanting where societies, in course of time, become a one-man's show, the rest being contented with what the President or the Secretary does. Each and every member, accepting a place in the management, must realise the great responsibility and trust reposed in him and work for the common weal when alone the maximum benefit of a society could be derived by its members. To ensure the services of good men and in the interest of systematic management, no one should be allowed to work in the committee for more than a year at one time. Those who are either Bankers themselves or are interested in the promotion of Joint Stock Banks should not also be elected to the committee. The committee should, as a whole be also made responsible for their actions, which, on their very face, will involve sure loss to societies as for instance issuing loans to men of doubtful solvency on precarious security, loans issued in excess of the limit fixed by the rules, allowing bonds or decrees in favour of societies getting time-barred, indifference in holding general meetings for re-election and all actions against the provisions of the by-laws."

"The General Body in some cases is found to take no interest in the working of societies. Most of the members prefer to be absent from the meetings of the general body. They do not take that intelligent interest in the working of the society and exercise that check and control over the work of the committee that a progressive institution requires. In many places, the general meetings are scenes of party strife and factions. More of educative work on the part of the supervising bodies is immediately called for to set right such matters."

No doubt the borrower has ample reasons for making default. Loans are issued for non-productive purposes. The repaying capacity is not considered at the time of issue of loans. As elsewhere there is insufficiency of income and probably a good many of these people find it difficult to make both ends meet.

Instances have come to the notice of the Registrar's Staff, that the records of the society are not available for inspection. The Offices of a good many societies are held in private buildings. The Secretary and Committee do not seem to be amenable to discipline nor are they inclined to do their duties properly.

These Rural Societies form now the back-bone of the Co-operative Movement. The proper and efficient working of these societies becomes important. Unlimited liability societies have created a scare among the public. Cases have come to the Committee in which lots of families have been impoverished by reckless borrowings.

How Rural Societies should develop.—

We would make the following recommendations for adoption for the better working of these rural societies.

(a) Hereafter societies need be registered only on the limited liability basis, except in cases where there is a demand for an unlimited liability society. As far as possible unlimited liability societies may be converted into limited liability societies.

(b) All rural societies which have so far mainly engaged themselves in credit activities should be made multi-purpose societies the nature of such activities depending on the local conditions. We are glad to note that a beginning in this direction has already been made by the Desamangalam, Manalur and Anthikkad Societies. The Desamangalam Society has besides credit, taken up homestead cultivation, weaving, etc. The Anthikkad and Manalur Societies and also some of the Rural Development Societies have similarly taken up various activities of an Agricultural and Industrial nature. We find that these multi-purpose activities have met with a certain amount of success and have made them more popular and useful. We therefore recommend that all rural societies should be encouraged to store seeds, manures, implements and tools, to keep stud bullocks for villagers' need and also to devote their attention to industries which are essential for the requirements of the people and which are also indigenous and require encouragement, support and patronage.

It should be the endeavour of these societies to manage things in such a way as to make each village, as far as possible self-sufficient.

(c) A paid Secretary should be appointed to every one of these societies and he should have no vote in the committee. The appointment of the Secretary should have the approval of the Registrar. With this we propose to deal in detail below.

(d) Suitable provisions should be made in the rules framed under the Act to prevent the same person or persons continuing in the managing committee except with the special sanction of the Registrar. This will not only prevent cliques in societies, but also give scope for other people to get an opportunity to study work and to be useful to the community.

(e) Societies' Offices should always be held in a public building to which the public should have free access, during the working hours.

(f) The real object of the loan should be recorded. The Panchayatdars should make careful enquiries about the utilisation of the loans. Repaying capacity of borrowers should be ascertained before loans are issued.

(g) If in the use of the funds borrowed from any society, any member requires technical advice, such advice should be arranged to be obtained from the departments concerned. The departments of Agriculture, Industries, and Panchayats and Public Health should be asked to co-operate with these societies.

(h) The Registrar should be given full powers to remove any member of the committee or any member of the society, if that member is, in the Registrar's opinion, working against the interests of the society.

(i) The societies should see that people who are interested in working of Joint Stock Banks or private money-lending, are excluded from the societies.

### XIII. URBAN BANKS AND EMPLOYEES' SOCIETIES

The general condition of the Urban Banks and Employees' Societies, is on the whole better than that of Rural Societies. There is however considerable room for improvement in various directions. The committee are convinced that the working of these institutions can be improved by the appointment of full time paid secretaries, and giving disciplinary control to the Registrar. This will ensure a consistent policy in the working of the department and remove a lot of petty misunderstandings and quarrels.

The Urban Banks and Employees' Societies should be encouraged to do all kinds of Banking business now, done by commercial banks so that the members may not be drawn to joint stock banks or similar concerns.

There should be a system of compulsory savings. Kuris also can be run by these societies. They should also be asked to start insurance work so that the heirs of the deceased might get the advantage of some help.

#### XIV. JOINT STOCK BANKS

The object with which the co-operative movement was started in the State as elsewhere was to provide the so called facile credit. The movement was started in the year 1089. Simultaneously with the starting of Co-operative Societies a new set of Banking concerns rose up in the State. The first Joint Stock Bank was registered in 1090. The number gradually rose to 155 at the time of Devadhar report in 1109 and now the Joint Stock Banks have become a real rival to the society.

Some people believe that the index of a nation's prosperity is the number of Joint Stock Banks and the number of similar Capitalist Concerns in which there is no doubt a lot of turn over of cash. It will be pertinent to ask if the general prosperity of the majority of the people has increased in the same proportion and there is not destitution, side by side with the prosperity of a few rich people.

The belief is that if the people get a more correct knowledge of the Co-operative movement and its aims, the exploitation by these banks can be gradually eliminated and at no distant date, a good many of these banks will cease to exist. We have seen that in some places this type of institution is fast disappearing.

Long-term loans from the Land Mortgage Bank for wiping of all prior debts and also for the improvement of lands and short-term loans from societies for all other activities relating to agriculture and industries should suffice for the present. For larger enterprises requiring bigger funds, money can be made available from the Central Bank. We are sure that if the fundamentals of co-operation are correctly understood, there will not be any problem affecting the wellbeing of the community which is not capable of solution. What is wanted is the true spirit and we wish it will be found in sufficient measure.

#### XV. GOVERNMENT SERVANTS' SOCIETIES

The committee feel there is considerable room for improvement in the working of these societies. A lot of difficulties is felt in the matter of recoveries. The committee felt that departmentalisation of these societies might improve matters by checking indiscriminate borrowing and thus encouraging thrift amongst the subordinates and therefore referred the matter to the various Heads of Departments of the State. We found there is difference of opinion on this subject among them. The Commissioner of Police Khan Sahib Y. Roshan Sahib Bahadur, has sent us the following reply—

"Your communication has reached me just at a time when I was going to address the Government for organising a separate departmental co-operative society for the Police. I have been examining this question since January this year, and find that only a negligible number of police men are members in the Government Co-operative Society and that too not with the advantages supposed to be derived from such a society. Police men are often refused membership in the society because of their frequent transfers and removals from service, so much so they continue to resort to private money-lenders with the usual results, often ending up in Courts.

I quite agree with the committee's views on this subject and would strongly recommend departmental societies. In Madras Province each district has a Police Co-operative Society, which meets the financial requirements of all the members of the force with great convenience and also helps habits of thrift and real saving. This sort of financial independence of the department is a great asset in matters of efficiency and discipline in the force.

A set of rules may be had from the District Superintendent of Police, Coimbatore, as a specimen."

The Director of Agriculture and the Devaswam Commissioner are in favour of departmentalisation. In British India some of the departmental societies such as the Police, Post and Telegraph and Railways are reported to be in a very flourishing condition and have become a real help to the subordinates concerned. The opinion of the Police Commissioner deserves special consideration as it is based on his own experience in British India. Some of the objections raised against departmentalisation, in the committee's opinion, do not really touch the point. With regard to the others we feel that the advantages far outweigh the difficulties.

The committee would therefore strongly recommend the departmentalisation of societies in the State with the Head of the Department as the ex-officio President. A separate section may be attached to every head office. Smaller departments may be clubbed together.

## XVI. SOCIETIES FOR DEPRESSED CLASSES

The first Depressed Class Society was registered in 1102. In 1103, the number of societies rose to 11 and at the end of 1118 there were 32 societies. Of these only 30 are now functioning. The following statement shows the nature of the work done by these societies.

Year	No. of societies	No. of members	Share capital	Working capital	Reserve Fund
			Rs.	Rs.	Rs.
1106	33	1,244	2,025	5,688	630
1109	43	1,725	2,866	8,688	2,119
1118	32	1,851	2,445	13,937	6,312

This is the work of fifteen years. The amount of loans issued in 1118 was only Rs. 1,302.

We carefully considered the nature of the co-operative societies to be organised in the interests of the Depressed Classes. We are of the opinion that credit societies are not suited to them.

The following remarks of the Townsend Committee are applicable to the Depressed Class societies in Cochin.

"The condition of these classes is very peculiar. They are extremely poor and have no property which they can pledge. Their only asset is their labour and character and these form the only basis for their credit. Co-operative activity confined only to credit is of little use to them. Co-operation in their case must be employed to stimulate thrift, to increase their earning capacity and to secure for them a larger margin of income by better marketing." The committee thought it would be advisable to ascertain the view of the Depressed Class Member of the Legislative Council and the Protector. Invitations were issued to Mr. P. K. Krishnan, M. L. C. and the Protector. The subject was fully discussed with the Protector of the Depressed Classes. He endorses the committee's view that credit societies are unsuited to the Depressed Classes. But he wants separate societies for them. On the other hand we are of opinion that isolation is not conducive to progress and is likely to bring about stagnation. We are convinced that the present system of separate societies and dual control is not in the best interests of either the Depressed Classes or the Co-operative Movement. But we suggest, that as a transitory measure, it is necessary to have separate societies for Depressed Classes under the direct control of the Registrar with the Protector as adviser as in the case of the industrial societies. Mr. K. R. Achyuthan is however of the opinion that the control of the Depressed Class Societies should vest in the Protector with the Registrar as Adviser. This is obviously against the scheme of the present Co-operative Societies Act. The committee also considered the question of providing the Depressed Classes with suitable surroundings and ample of facilities for doing some useful work so that they may earn enough for their livelihood and have something extra for a rainy day.

In a good many colonies the lands are unfit for taking any remunerative crops. It was a great mistake to have selected such unsuitable sites. It would have been better if these people were given good arable lands and were provided with pucca houses instead of semi-permanent sheds, the periodical thatching, renewals and repairs of which cost the Government a lot. As these people are now living in colonies it would be desirable to convert these houses into pucca ones and to provide, close to the colonies, enough good paddy land at the rate of 50 cents or at least 25 cents to a family, and to arrange for the cultivation of these lands on a co-operative basis; and to see that the whole work is done under the guidance of a Co-operative Inspector having some training in Agriculture.

## XVII. NON-CREDIT ACTIVITIES

We now propose to deal at some length with some of the non-credit activities which the societies can take up with advantage. In some of the European Countries, we find that co-operative societies seriously devote their attention to such matters as the production of larger yield of corn and other crops by the use of fertilisers and up-to-date tillage implements, the improvement of all types of livestock such as cows, sheep, pigs, poultry, and the purchase and

distribution of manures and marketing of their produce while in Cochin as elsewhere in other Provinces or States in India, agriculture and allied industries have not changed a bit for the better except here and there in isolated places. If co-operative societies are enabled to utilise scientific knowledge in farming and allied industries and if the principles of co-operation are understood properly there is no reason why the people in Cochin should not secure the same advantages as are noticed in other countries.

### A. Agriculture

1. Cochin is a typical agricultural country, the majority of the population being dependant on agriculture for a living, while those engaged in industries form a very small percentage. The land is thus the main source of livelihood. The total extent of lands under occupation and cultivation is not more than 5 lakhs of acres for a population of over 14 lakhs. It is also found that the average outturn of paddy, the staple article of food, is only half a ton per acre. This average has been stationary for a number of years in spite of various efforts made by the Government. The average outturn of cocoanuts per acre is about 2,000 nuts equivalent to one candy of copra or half a candy of oil. While in some countries the average outturn of paddy varies from one ton to 2½ tons per acre and the outturn of cocoanuts is from 5 to 6 thousands—equal to 3 candies of copra or 1½ candies of oil, the production of rice and cocoanuts remains stationary in Cochin. This is a matter which requires some deep consideration. By using the right kind of seeds, applying the right kind of manure and employing up-to-date methods of cultivation we can surely get a better outturn of paddy, cocoanuts or other crops.

In the field of Agriculture the fundamental principle to be observed is the conservation of the fertility of the soil. In regard to paddy lands, there is a limit beyond which the soil cannot be impoverished although at that limit we do not get a suitable return. But in the case of cocoanut lands, the situation is entirely different. Continuous removal of the products from the cocoanut tree for a number of years will absolutely impoverish the land by the loss of mineral matter. It is therefore of the greatest importance to replenish the materials lost by the soil by the careful application of suitable fertilizers. It has come to our notice that excepting certain lands which have the advantage of annual floods which add to the fertility of the soil and thus replenish to some extent the loss sustained by the removal of crops, most of our cocoanut lands have deteriorated to such an extent that the growing of cocoanuts has almost become unprofitable. It is very necessary, therefore, to pay particular attention to our cocoanut lands.

We have already suggested that every society working under the multipurpose scheme should be encouraged to store seeds, manures, implements, and tools. We are also suggesting below that the Land Mortgage Bank should issue loans to farmers to provide them with the necessary capital for improving the lands. Further, we recommend that the Government should make proper technical advice about the use of fertilisers, up-to-date methods of cultivation, etc., available to farmers through the co-operative societies.

2. *Collective Farming and Land Colonisation.*—We have considered the question of collective farming very carefully. In Kole Cultivation in which some machinery is used, there is some scope for collective farming but it is doubtful if all the Kole owners would agree to any co-operative methods, since this is the only instance in which paddy cultivation is partly capitalistic. It would be worth while to make careful enquiries and come to some satisfactory solution. The successful cultivation of Kole land depends on an adequate supply of water towards the end of the season. If this supply is not assured by the Government there is hardly any use in discussing the Kole question. The subject of kole cultivation has been engaging the attention of the Government for nearly 3 decades. But no satisfactory solution has however been found so far. A thorough investigation into the whole question seems to be urgently called for, in the interest of a very large number of people who are engaged in Kole cultivation.

However, the Committee is of opinion that there is plenty of scope for the adoption of co-operative methods in Kole cultivation. Pumping of water, putting up bunds, supply of seeds, etc., can be done with advantage on co-operative lines. At present these processes are undertaken by capitalists and middlemen. We expect that multipurpose societies will engage themselves in the activities with a view to eliminate the middlemen and improve the whole situation.

Land colonisation has not been tried. Lands are available in the forest areas. The plantations in the hills are mostly foreign concerns, while the labour is recruited from the plains. Conditions of living are very unsatisfactory in the hills on account of malaria. Labour is still found in abundance, not because it is remunerative enough, but because it is slightly higher than

in the plains. The agriculturist cannot afford to pay higher wages because his income is very limited. If instead of 1,250 lbs. per acre the farmer is enabled to get 3 to 4 thousand lbs. of paddy, we are afraid it will not be possible to get any labour for work in malarial tracts. Every body is familiar with the causes which led to the migration of labour from various places in India. Similar causes are prevailing in Cochin. Intensive farming and adoption of industries essential for home use, will keep the population in rural areas fully engaged. If, in Cochin, we have lands with suitable elevation of 5,000 feet, we can think of colonisation.

To drive people to hill tracts with inducements seems to us to be sinful. Under the conditions now prevailing in the hill tracts we are of the opinion that colonisation is out of the question.

3. *Special Agricultural Co-operative Society for Chittur.*—One of the several purposes, which Co-operative Societies should hereafter serve, is weaving and the supply of clothes. The eastern section of the Chittur Taluk is a typical cotton tract. This is a place where cereals other than paddy, pulses of all types, groundnuts and sugarcanes are freely grown.

The Committee would strongly recommend the formation of a purely Agricultural Society, whose object should be to develop industries relating to articles of food and clothing. Enough cotton can be grown for the use of all the weavers in the State. The society can have its own ginning and carding factory and can with the power available, crush oil seeds and extract oil or if the society finds it convenient, to spin its own cotton, it can take up that work or get its own terms for converting it into yarn. The canes can also be crushed and converted into jaggery. The society can have its own cattle breeding work done by the several farmers who are members of the society. The farmers can take back all the cakes made in the factory and utilise them for feeding their live-stock. Oil seeds such as castor, neem and pungam can be handled by the society with great advantage. Thus these villages can in a very short time become absolutely self-sufficient.

The Committee would strongly urge the formation of a society of the above type in Chittur. The local union and the Agricultural and Industrial Departments should co-operate, the Government giving suitable advice and help.

## B. Industry

We have considered the position of the chief industries of the State and the possibilities of their development on Co-operative lines. The State is still backward in industrial enterprise and organisation, through there has been a great awakening in the last few decades. With its increasing facilities for communication, ample supply of efficient labour and great variety of raw materials, the State has immense possibilities so far as the industrial side is concerned. At present several of the industries are in the hands of capitalists who simply exploit poor ignorant people. But a good many industries such as hand spinning, weaving, coir manufacture, metal work, mat making, etc., are carried on a domestic or cottage basis by hereditary artisans belonging to particular communities. Want of sufficient capital, exploitation by capitalists and middlemen, lack of technical advice, and absence of facilities for marketing the finished products, are some of the difficulties experienced by these artisans. Vast improvements can be made in these small scale industries, if they are organised on co-operative lines. There is no reason why even large scale industries should not be undertaken on co-operative lines. Each multipurpose society should try not only to make improvements in the industries already existing in the village, but also introduce new ones suited to the local conditions, and needs. Further the industrial societies now functioning should be made more efficient and new societies should be started in suitable areas with a view to organise cottage industries.

1. *Cocoon Fibre and Coir Industry.*—The cocoon fibre and coir industry which has been able to give Cochin and Travancore an international reputation came into prominence about 35 years ago. During these 35 years it had its reverses also. It was lying low but it got its start since the War began. It now gives employment to a good many poor families in the Cocoon tracts. Retting of cocoon husks, making of fibre, yarn and ropes are all done by poor people under well-established capitalists who get the lion's share of the profit. Except a few foremen employed in the making of ropes, cordage, rugs, and mats all the workmen, women, and boys employed in the industry are paid low wages and are at the mercy of the capitalist manufacturers and merchants. The lot of these workmen is very miserable. They are extremely poor, they are ill-fed and ill-clad and have to live under the most insanitary conditions breathing the foul air rising from retting pits and decayed husks and sleeping on damp floors.

The industry, if properly organised, can to a great extent, solve the problem of unemployment in the cocoanut tracts. It can absorb a large number of workmen and afford ample scope for employing even boys and girls. We suggest that industrial societies should be organised in the coastal tracts of the State. Each society should undertake to finance and control all the various processes in the fibre and coir industry from the retting of raw husks to the manufacture of ropes, cordages and other coir products, with a view to secure the maximum profits. It should completely eliminate the middle-men and see that the finished products are sent directly to the best markets available. The society should, in addition to the purely business side of the industry, also concern itself with the improvement of the lot of the workmen employed in it. They should be paid decent wages and be provided with healthy surroundings. Government should see that the society is provided with retting pits, located in suitable places. They should help the society with liberal grants and technical advice and specially encourage any philanthropic works to improve the condition of the poor workmen engaged in this industry.

2. *Society for organising the Cocoanut Industry.*—The cultivation of cocoanut and the organisation of the various industries connected with it should receive the careful attention of the people of the cocoanut tracts. In our opinion an ideal state of things will be the formation of a cocoanut growers' association on co-operative lines with a region under a co-operative union as its area of operations' membership being open to all the cocoanut cultivators residing in that region. We find there is scope for starting half a dozen societies.

The function of each society should be.—

(1) To grow cocoanut trees on scientific lines and to produce the maximum yield by applying suitable fertilisers.

(2) To organise the collection of copra and to mill it and sell the surplus oil and oil cakes, utilising enough for local use.

(3) To use within the region itself as much of the cocoanut cake as food for cattle.

(4) To serve as a central institution to co-ordinate the activities of the coir societies or other societies engaged in cocoanut industries.

(5) To take upon itself the work of organising any cocoanut industry which is beyond the scope of the smaller societies functioning in the area of its jurisdiction.

The society can, if it wants, have a small mill of its own. It can have a small factory where ropes and cordages of all kinds can be manufactured, stored and disposed of. It can undertake the manufacture of Jaggery as wholesale concern. It can work in co-operation with the Central Marketing Society and try to find out the best markets for the sale of its products. We believe that such a society, if it functions properly, can save the cultivator of cocoanuts from the exploitation by capitalists and middlemen and make a group of villages economically self-sufficient.

The society should work under the supervision of the Union and the guidance of the Departments of Agriculture and Industries

3. *Areca nut Industry.*—This is a very important industry in the State affecting a lot of people in the Talappalli, Trichur and Mukundapuram Taluks. The cultivation of areca nut is done on a very intensive scale in a large portion of the Talappalli Taluk. In the Trichur Taluk the attention is less while in the major portion of the Mukundapuram Taluk the trees are left to themselves especially in lands along the rivers. There is a small extent of land under areca nut near Nemmará in the Chittur Taluk.

The Committee has fully considered the question of marketing areca nut. The consumer in this industry, is an outsider who has his own methods of disposal of the produce, and thus the function of a co-operative society if there is a society for this particular aspect of this business produces itself to the mere disposal of the crop. At present the whole business is a big gamble and we are obliged to remark that it would be better if the areca nut grower keeps himself out of the gamble; and he can very well remain out of it, so long as he is enabled to get a fair margin of profit from this industry. The last cyclone damaged the areca nut plantations to a very serious extent.

Like jack and cocoanut trees areca nut is a taxable tree. 480 in an acre are charged with an assessment of 4 pies per tree. The continual loss of mineral matter by the removal of crops every year is impoverishing the soil and we find there is a general decline in the yield. As observed by us in the remarks on cocoanuts, we are compelled to suggest that the prospects of the

arecanut industry will hereafter depend upon the way in which the gardens are dealt with. Inpoverishments of the soil has already resulted in the liability of the crop to be attacked by the MAHALI disease and the low quality of the nuts will no doubt reduce the ryot's net income from the land. It thus becomes clear that the grower has to resort to measures for maintaining the quality of the soil by the application of suitable manures and the prevention of the disease by spraying the crop in time. It is here that co-operation comes to his aid. The purchase of manure at favourable rates, purchases of spraying machines and spraying materials and even spraying work can be more efficiently and cheaply done by co-operative effort. We do not recommend any special co-operative societies for this work as all this can be arranged to be done by multi-purpose societies, the Unions and the Central Marketing Society.

On account of the very nature of arecanuts, the peculiar condition of the arecanut markets, the existence of highly organised monopolies and the prevalent licencing laws of the State it is doubtful whether the business side of the industry can be successfully organised on co-operative lines, without Government help.

4. *Hand Spinning*.—This is perhaps the only industry which can be done by all and is capable of expansion according to the requirements of the village of course to the limitations of funds. It should appeal to every person—man woman and child—without distinction of caste, creed or status. It may very well be done as a side activity and as a hobby in every house. It should be the endeavour of every co-operative society in the State to take all possible steps to popularise and encourage this innocent but important industry. The future multi-purpose societies can take up this industry with advantage. We think that the times when a political bias was attached to this occupation have changed and every Government in India now makes honest attempts to encourage hand spinning. It will, we hope, be in the fitness of things if the Government seriously considers the importance and immense possibility of this industry and try to come to the help of such societies as are in need of financial help.

But here again the question of the disposal of the hand-spun yarn arises. Proper arrangements have to be made to utilise profitably the yarn supplied by the spinners. Otherwise the industry will be adversely affected. It is impossible for a society to carry on this industry, however noble it may be, if suitable arrangements are not made to dispose of the yarn. It must be possible for the societies to utilise the hand-spun yarn in the manufacture of cloth for the use of the local public.

5. *Weaving*.—This is a very popular industry which is being carried on by many societies and private agencies in the different parts of the State. Weaving is invariably done efficiently by the weaver class. But they are handicapped by want of sufficient funds and competition by capitalists who want to exploit them. There are some among these professional weavers who, being experts with long experience, are able to carry on the industry, independently. It is doubtful whether they can be brought within the scope of co-operative societies. But there are many among them who are employed as workmen by small capitalists and are paid low wages. Co-operation can do much for them. Already there are several societies of such weavers in the different parts of the State. There is ample scope for organising more of such societies.

The management of the societies should be in the hands of honest and efficient men. We would strongly recommend unstinted support by Government by advancing sufficient capital at a low rate of interest to be repaid, say in ten years and in the early stages of the movement a sufficient capital free of interest. Further the Government will have to equip these societies with suitable buildings. There is such a lot of competition in weaving by capitalists not only from within the State, but also from outside, that this indigenous industry has been on its death bed for a long time; and so unless substantial aid is given to this important industry it will very soon throw out of employment lots of people who would otherwise live comfortably.

Perhaps the most important problem that the small scale weaving industry has to solve is that of marketing the goods. We have already referred to the competition by capitalist manufacturers who are able to put on the market cheaper goods. We all know that the solution of this problem is beyond us. But the committee are of the opinion that by improving the quality of the cloth the small weaver can find much better sale for his goods. There are various aspects of the weaving industry such as dyeing, designing, sizing and calendering which require highly specialised skill. Most of our weavers, experienced though they are, do not possess this skill. Even if the weavers have this skill, societies may not be able to undertake such work on account of the costly nature of the equipment that will be necessary. To solve the difficulty we



suggest that arrangements may be made to do sizing, dyeing, colour printing, etc., under the auspices of the Marketing Society. If sized warp and coloured yarn are supplied at favourable rates to the societies besides ordinary yarn of all counts required by the industry, we believe that much waste of money and labour can be saved. This will help not only to standardise the quality of goods but also to make them cheap.

To ensure the sale of cloth we have also to suggest that the people in charge of these societies should at the very outset make a forecast of the articles of clothing required in the locality and try to produce enough to meet the local demand and thereby reduce the sale of cloth brought from outside, instead of making cloth which may not easily find a sale. The Rural Societies can very easily make an estimate of the articles required by the members. If, however, there is surplus the Central Marketing Society should arrange for the disposal of the articles.

6. *Other Industries.*—There are lots of other cottage industries which can profitably be developed. There are such industries as mat-making, basket-making, metal work, etc., which are the occupations of communities. Some of these industries are taught in the different industrial schools. But the students who pass out of the schools are not able in many cases to start industries of their own either because they have no capital or enough practical experience in the several trades. The multi-purpose societies can very well take up these industries also. There is plenty of scope in certain parts of the State to develop the industry relating to screw-pine-mats.

7. *Bee-keeping.*—Bee-keeping in another cottage industry which has much scope for development. The Government have recently appointed five organisers for all the Taluks to better organise the industry. It is therefore desirable to have a Taluk Bee-keepers' Society and the Bee Organiser of the Taluk should be the Secretary of the Society. He should try to organise all the Bee-keepers of the Taluk and enlist them as members of the society. The organiser should collect honey and send it after curing to the Marketing Society for sale if there is any surplus. The All Cochin Bee-keeper's Society, according to the above scheme, becomes unnecessary. If possible the Taluk societies may be attached to the offices of the Co-operative Union.

8. *Industrial education and industrial societies.*—The industrial schools of the State have not turned out enough useful material. It appears a scheme is before the Government to convert the Industrial Schools of the State into Industrial Co-operative Societies. Please see Government Proceedings No. F 3-10284/18, dated 10th June 1943. This Government Proceedings refers to the conversion of the Kunnankulam Industrial School into an Industrial Co-operative Society. The control of the Kunnathpalayam Weavers' Co-operative Society was ordered to be vested in the Co-operative Department as per Government Proceedings D. Dis. 23986/18, dated 29th May 1943.

At present the Rural industrial Schools are giving a certain amount of instruction, mostly in weaving, carpentry, smithy, and mat-making, but we do not find that the instruction given in these schools is efficient or conducive to the Development of Cottage Industries to meet the requirements of villages. There is not the slightest harm in gradually converting those schools into co-operative organisations, in places, where such a change will be productive of good to the people of the locality. The function of the Government and the Department of Industries should be to impart technical instruction in as sufficient a manner as possible, and the Development of the business side should be left to private bodies including co-operative societies.

It is doubtful if the existing Rural Industrial Schools are adequate for imparting efficient technical instruction. The committee are for having a properly organised industrial school in all Taluk head quarters, and also for opening a properly equipped Technological Institute in a central place for the whole State.

The Director of Industries helped the committee very much in discussing matters connected with rural industries and industrial matters in general. Mr. Achyuta Menon agrees with the view of the committee as regards the Technological Institute, but he thinks a properly equipped industrial school in every taluk will be very expensive.

The committee are unanimous in their view about the usefulness and desirability of organising a well equipped Technological Institute for the State, as without proper scientific training no nation can successfully compete with another.

In the event of the gradual conversion of rural industrial schools into co-operative organisations and also in regard to societies organising and running industrial concerns the committee are of opinion that there should not be any sort of dual control as urged by the Director of Industries and Commerce. Dual control is a waste of effort. It will hamper the smooth working and efficiency of the institution however good the controlling officers may be. We are certain there should not be dual control and that the Registrar of Co-operative Societies is the officer who should be responsible for organising, financing and administering all co-operative societies.

The committee had a long and full discussion with the Director of Industries and Commerce and among themselves on this subject with special reference to the report of the Director of Industries and Commerce to the Government. (Vide F. 3 32923/18). That letter is in our opinion the result of a total misconception of the functions of a Registrar of Co-operative Societies and a Director of Industries, their respective powers and duties and the practice followed elsewhere and even in this State.

The functions of the Director of Industries are to establish new industries, improve existing ones, revive dying industries, do research and experiment on the evolution of new processes and technique, designs, equipments, and implements and tools, find out or introduce labour saving devices and processes, draw up proper standards for equipments and products, collect information about raw materials, production and sale and its publication, etc., etc. There is plenty of scope for work on the above lines. The weaving department of the Central Jail, the existing purely industrial co-operative societies of the State and the numerous other industrial concerns owned by private bodies or individuals, do prove beyond the shadow of a doubt that control by the Department of Industries is not necessary to run any industry efficiently. It is not reasonable to presume that what is not necessary to the Central Jail, to private persons and bodies and to institutions registered under other Acts, is necessary to co-operative societies. Co-operative societies too belong to a group of individuals who hope to do things with as little control from outside as possible or with the minimum control that cannot be avoided.

Under the existing Co-operative Societies' Act it is not possible either to divest the Registrar of his powers to control the day to day working of co-operative societies or to invest such powers on the Director of Industries. If however the Act is to be amended to make this possible, it would have to be done by completely eliminating the Registrar and substituting the Director of Industries.

We believe that this is not possible. Nor has it the support of practice in British India, where Industrial Societies are given the services of experts, appointed, paid and controlled by the Co-operative Department. The Industries Department has nothing to do in these matters.

Satutory powers are given to the Registrar to make his executive control effective. In this view the separation of the one from the other is inconceivable. A perusal of the Act and the Rules will clearly show that technical experts like the Director of Industries and Commerce or Director of Agriculture, are never intended to substitute the Registrar but only to help him. The Department of Industries like the Department of Agriculture or any other Department will have to tender technical advice and guidance to co-operative societies with industrial or agricultural activities. A technical expert or adviser is no where the administrator and he should never get himself entangled in the day to day administration and its problems and disputes and legal questions and enquiries, which obstruct the scientist, the technician and the expert. It is not his sphere.

We have recommended in another place the progressive conversion of village societies into multi-purpose societies *i.e.*, societies that have a number of industrial and Agricultural or Public Health activities. Following the logic of the Director of Industries and Commerce it would be difficult to decide as to who should control these societies.

We do not propose to enumerate instances or argue this point further as it is enough to say that only the Registrar should have an effective voice in the management of societies. We are however for framing suitable administrative rules for periodical visit or inspection by the Industries and Agricultural Departments, with a view to making their advice and guidance on the technical side, available to the Registrar.

### C. Cattle breeding and milk supply

A cattle and milk survey was made in Cochin at the instance of the Government of India, Marketing Department. The report shows that the total number of milking animals in the State was 42,560 in 1936. The following statistics about cattle will be useful in discussing the important question of cattle improvement.

Total number of milking animals	42,560
Average outturn of milk per animal	2.88 Lbs. per day
Consumption of milk per head of population	1.6 Oz. per day

The average consumption of milk per head of population is much higher in other countries. The bad type of cattle, low yield of milk, a very low standard of living of the majority of the people, due to low wages and also the low standard in agricultural output, are factors which have brought about this unsatisfactory state of things.

The improvement of live stock in the State thus becomes a very important matter. Arrangements have also to be made for reducing the dry period of cows.

The State requires a minimum of 600 stud bulls including buffalo bulls to serve a good portion of milking animals. It is not a very easy thing to get such a large number of stud bulls or to station them at suitable centres all at once. But stud bulls have to be found though not all at once, and arrangements have to be made for stationing them in suitable centres under proper supervision.

Well-to-do farmers, agricultural stations, Co-operative Societies, Panchayats and Devaswams, are suitable agencies for stationing stud bulls.

The system of Devaswam maintaining stud-bulls may with advantage be revived. We cannot expect to get any private help in this direction as the number of actual well-to-do farmers is very limited. The Government can, if the existing state of State finances does not allow of any large further expenditure, resort to a small taxation of 6 pies in the Rupee of Land Revenue and a similar tax of 6 pies in the Rupee of income or professional tax, collected from those who are not already paying Land Revenue and in the case of people paying both types of taxes the tax should be levied on the amount whichever is higher, as we find that even non-pattadars have to drink milk. The financial aspect of the question of cattle development can be solved in this simple manner which we consider to be thoroughly equitable. As soon as a sufficient number of stud bulls is stationed in any area, all bull-calves not fit for breeding purposes should be got castrated, and kept for working purposes. Castration should be made compulsory. In a country where the majority of people are not meat eaters, the only method of improving the breed of cattle is to work from the male side by eliminating worthless bulls and using them for work. In countries where there is no sentiment regarding slaughter of cattle both cows and bulls are slaughtered for food, reserving the best for breeding purposes. This work is more efficient from the breeding point of view, but it won't appeal to a large section of our people. The method we have suggested is ample for our purposes and we recommend it for the approval of the Government.

There has been complaint that dry cows are disposed of for non-dairy purposes in plain language, for meat. The committee have been reading articles in Madras Dailies about this. Within the State, the Co-operative Department has been thinking about this problem. The existence of many dry cows is due (1) to want of a sufficient number of stud bulls within easy reach (2) to the ignorance of animal owners of the essential principles of the breeding of animals (3) to indifference and (4) to the system of purchase and disposal of cows now in vogue. Every useful cow should calve once in 12 months, the usual dry period being 2 months and milking period 300 days. Any cow which does not give a calf once in 12 months is an unprofitable animal from the dairy point of view.

If a sufficient number of bulls are stationed in the Municipal limits, the number of dry cows will be limited and the complaint that useful animals are sold for slaughter will cease to exist. Everybody will put up with the inconvenience of keeping an animal dry for 2 months, till conditions become normal by stationing a sufficient number of bulls in suitable localities. The dry cows should be prohibited from being sent out, by purchasing them in the open market and rearing them in a few centres. The Government Central Farm should be able to manage at least 3 or 4 dozens. A couple of stations may be opened in other typical agricultural centres

A farm with 25 acres of double crop lands, or 10 to 15 acres of single crop, and about 65 acres of dry lands can manage a herd of 100 to 150 dry cows. The manures of these animals can be used for lands under plough. The lands for these stations can be taken up on lease. The committee do not think that these stations will have to be worked for more than 10 years at the most, during which period the number of live-stock will be increased in the ratio of 1 to 15 including young stock.

In para 3 section XVII A. of this report we have suggested the formation of a co-operative society in the eastern side of the Chittur Taluk. Either this society may be advised to take up this work with Government help or the Government may themselves have their own cattle breeding station in this locality.

In this connection we would draw the attention of the Government to the deplorable fact that there is not enough water for drinking and other purposes in a great many places within the State during 4 months in the year. The cattle lose their condition during these months for want of water and green food. Milk yield is poor. A good many cattle being of low vitality fall an easy prey to disease. We would in this connection draw the attention of the Government to two reports submitted by our Chairman, Vide Appendices I and II. Man wants food and clothing cattle want food and water and this is the *sin qua non* of their existence.

It is too early to think of Co-operative Milk Supply. If there is an ample supply of milk in the villages with a good number of good cattle, the problem of the supply to town will automatically solve itself. At present there is no scope for any co-operative milk concerns.

#### D. Purchase and sale

The usefulness of societies for purchase and sale is admitted, but the public have not yet begun to appreciate it. Store societies have been able to do much in other countries and provinces and one finds that they have taken deep root in industrial centres or in cities. Cochin is a typical agricultural country. Especially in rural areas the availability of funds is seasonal and not monthly. There are, we find, many places where business is done on the barter system. In urban areas the people enter into agreements with the local tradesmen who supply articles on credit.

At present there are 19 store societies in the State. So far 34 stores have been registered under the Act. Of these only 17 are working. There are also 8 students' stationery stores. The 17 stores have an aggregate membership of 2,129, working capital of Rs. 59,293 and a total transaction of Rs. 16,26,492. We find that the store in schools are being managed efficiently. They have an aggregate membership of 965 working capital of Rs. 7,174 and total transaction of Rs. 63,386. This entirely due to the fact that these stores are being managed by educated people and students who have enthusiasm in the work. We would recommend the organisation of stores in all High Schools and Colleges as these stores would give a good practical training ground in the principles and practice of co-operation and also furnish trained co-operators for work outside.

There is real need for more co-operative stores in the State. It should be the aim of every multi-purpose society to start stores under their auspices.

#### XVIII CENTRAL BANK

The Central Bank was organised in 1994 (1917). The following statement represents its finances at the end of 1118.

Kind of	Member Societies	1118
Share Capital		59,393
Fixed deposits	(Individuals)	8,00,968
Do.	(Societies)	1,35,128
Other items		53
Reserve fund and other funds of the Bank		1,21,241
	Total	11,16,783

This institution has made substantial progress during the past 25 years.

It is however found that it has very large overdues some of which are pretty old and probably may turn out to be irrecoverable.

A sum of Rs. 1,11,725 was issued on long term loans of which Rs. 38,591 was realised. The balance outstanding at the end of 1118 was Rs. 73,154. Long term loans were issued by the Central Bank long before the Land Mortgage Bank was organised and had to be issued to secure the loans already granted to the primary societies. The following statement shows the issue of loans during the years 1110 to 1118.

*Long term loans*

Year	No. of Loans	Issued	Repaid	Balance
1110	4	2,080	190	1,890
1111	4	2,190	101	3,979
1112	14	11,200	641	14,538
1113	10	5,550	1,636½	18,451½
1114	20	18,000	1,932	34,519½
1115	20	12,800	6,405	40,914½
1116	22	14,230	7,604	47,540½
1117	30	22,725	3,360	66,905½
1118	29	22,950	16,721½	73,134
	153	1,11,725	38,591	

The President of the Land Mortgage Bank has protested against the issue of long term loans by the Central Bank. The committee are of opinion that as there is another institution specially intended for giving long term loans, the Central Bank should not issue such loans except in so far as to secure the loans already issued.

The total overdues at the end of 1118 was Rs. 1,75,579. We feel that it is high time to thoroughly scrutinise these loans and take vigorous steps to recover all outstandings.

The committee would like to make the following recommendations.

(1) It must be made possible for Land Mortgage Bank to absorb the surplus funds of the Central Bank.

(2) The Bank may hereafter invest money in industrial activities in the State, on recommendations made by the Unions, such recommendations invariably having the approval of the Registrar of Co-operative Societies.

(3) The Central Bank can very well lend money for house building purposes on the security of the land and the prospective building and recover the loan in equated monthly instalments.

(4) The Bank may be authorised to give key loans.

(5) There is a general demand for a reduction of the rate of interest. But the Central Bank is just now unable to lower the rate as the margin between the borrowing and lending rates is about 1 1/3. Nearly 7 lakhs are now fetching only a low rate of interest for want of profitable investments. We believe it will be possible for the Bank to reduce its rate of interest when our recommendations about the investment of the Bank's surplus funds are given effect to.

(6) The committee carefully considered the constitution of the Bank. The Board of Directors of the Bank consists of 9 members of which the Secretary is appointed by the Government and is an ex-officio Director. The Trichur Tahsildar is also an ex-officio Director. In the constitution we now propose the number of Directors will remain the same. 7 Directors will be elected and we recommend the Assistant Comptroller of Finance and Accounts and the Government Pleader, Trichur, as Ex-officio Directors.

We do not propose that the Secretary should have a seat on the Board. It would be desirable hereafter to select the Secretary from the senior subordinate of the Department including the staff of the Central Bank, our idea being that the Secretary should be familiar with the working of the Department. His pay may be fixed at Rs. 80—100.

(7) The committee have recommended a set of liquidators for the Department. These liquidators can very well attend to the liquidation work of the Bank. It will be then possible to reduce the number of the Bank Inspectors. The Bank has now 5 Inspectors. We feel that it will be quite enough if the Bank has 2 Inspectors. We are obliged to make the above suggestion since in the present state of the Bank's finances, the establishment charges seem to be excessive as will be clear from the subjoined statement.

#### Statement of net profits made by the Cochin Central Co-operative Bank

Year	Net Profit		
	Rs.	A.	P.
1109	12,780	13	0
1110	14,314	4	0
1111	11,414	5	5
1112	11,422	1	3
1113	5,083	9	5
1114	3,224	12	9
1115	4,074	11	10
1116	3,609	4	4
1117	4,906	6	5
1118	3,529	9	11

#### XIX. LAND MORTGAGE BANK

This institution is working satisfactorily.

We have however the following suggestions to make.

The work of scrutiny into the valuation of properties and enquiry as to the repaying capacity of the applicants may be entrusted to the Unions so that the work of the Land Mortgage Bank may be done hereafter in collaboration with the Co-operative Department.

The lending rate of the Land Mortgage Bank is capable of some reduction. We referred the matter to the Land Mortgage Bank. The Bank considered this question in all its aspects and has come to the conclusion that the reduction of the lending rate from 6 to 5 per cent is necessary in the interests of the Bank. We recommend the reduction. We have already addressed the Government on this matter. The question as to the period for repayment of the loan has been a debatable point. We think that the maximum period may remain at 20 years. Hitherto, practically all the loans of the Land Mortgage Bank were given to clear off prior debts. The Act provides the granting of loans for the improvement of agricultural lands.

The clearing of prior debts is the first thing in stabilising the condition of the agriculturists. Land improvement is another important matter for which the ryots want capital. The Land Mortgage Bank can very well take up this question. Loans may be issued for this purpose, but the Bank has to see that the loans so issued are not misused. The Unions and the Registrar's staff and, whenever technical advice is necessary, the officers of the Agricultural Department should exercise effective supervision whenever loans for land improvements are given. The Government may frame necessary rules for the purpose.

A good margin of profit alone can improve the economic condition of the agriculturist. Any amount of advice will be of no avail so long as the agriculturist is handicapped by debts and want of capital.

#### XX. THE COTTAGE INDUSTRIES MARKETING SOCIETY

This society was organised in 1115, and is thus in the fifth year of its existence.

The society's work during the past years has not been encouraging, since it has not produced the anticipated results due to a number of causes into which the committee do not propose to enter at present.

The function of the Marketing Society is mainly to co-ordinate the activities of the primary societies with a view to encourage the various industries in the State and thus ameliorate

the condition of the people engaged in arts and industries which have a real survival value and on which many people depend for their very existence.

The State has a real duty to perform in regard to these people.

We have recommended the formation of multi-purpose societies. We have also industrial co-operative societies. It should be the endeavour of the Marketing Society to arrange for the supply of raw materials at as cheap a rate as possible whenever required and to direct the manufacture of articles really useful in the villages and also articles that could be easily disposed of with advantage outside.

The Marketing Society should serve the purpose of a commercial museum, show room, and emporium all combined and should have for view samples of all articles produced in the rural areas. It should always be ready to take orders from customers within and outside the State and to carry out such orders.

Standardisation of articles is very important. Standardisation applies practically to all articles. The society should insist on the absolute conformation to recognised standards. Design is another important matter. The society should also insist on quality. It should be remembered that success in business depends to a very great extent on the above important matters. The society should have its own paid marketing officers and touring agents who are qualified to do the work assigned to them. It has a good future before it, especially in the popularisation of such articles as cocoanut fibre products, grass mats, bellmetal vessels, etc., outside Cochin.

The society can also undertake the purchase for the use of societies of such articles as manures, feeding stuffs, implements, tools, and also other articles required in the rural areas. The purchase and sale can be made on a commission basis.

We are also of opinion that the society can do a lot of other useful work.

The society's office is now held in a hired building which is unsuited and unattractive. It is desirable to locate in a central place with sufficient accommodation and godown convenience. As the society is intended to be a permanent institution, it is desirable that it has a building of its own. The society should also be more widely advertised.

The society is now managed by a Board consisting of the Registrar of Co-operative Societies, the Assistant Comptroller of Finance and Accounts, the Assistant Director of Industries, and two elected representatives of affiliated societies. We are of opinion that the Board may be reconstituted as follows. The Director of Industries and Commerce should be the ex-officio Chairman with the Assistant Comptroller of Finance and Accounts and three representatives of affiliated societies as members. On principle it does not seem desirable to have the Registrar on the Board of this society or of any other society in the State except the Land Mortgage Bank.

The initial outlay necessary to equip the society with installations for sizing, colour printing, dyeing, calendering, etc., should be met by the Government.

## XXI. HOUSE BUILDING SOCIETIES

There is not much scope for organising separate societies for this purpose at present. A beginning may however be made by utilising a certain portion of the surplus funds of the Central Bank and Urban Banks by making suitable changes in their by-laws. If the scheme works out satisfactorily and a demand is felt, the department should take up the question of organising a separate society for this work.

## XXII. GRAIN BANKS AND THE MOVEMENT OF GRAIN

At present there is no scope for grain banks because the major portion of the grain goes to merchants, middlemen, and millers soon after harvest. This is no doubt a very undesirable state of things. The surplus corn of every village has no doubt to be sold, but the ryot should be enabled to get a suitable price for his corn. Now he is not getting it as he is indebted to a merchant or miller or a middlemen. For the time being co-operative societies should give key loans on verified stocks for the storing of which suitable godowns may be provided, releasing them when necessary. The organising of grain banks can be done when a demand arises and conditions are favourable. In connection with grain banks, we are obliged to make the following observations.

The outturn of paddy of any village can be roughly divided into two main classes.

(a) The paddy due to an outside investor and

(b) the paddy owned by the land owner living within the village. Nothing can prevent the outside investor from authorising any merchant, middleman or mill owner to remove the paddy to any place.

The second category of paddy also goes outside the village for causes which are now beyond the control of the producer on account of debt which will have been previously incurred.

What is left in the village is only a small portion of the actual outturn which is insufficient for the actual requirements of the Villagers. This is the real situation. Getting out of this horrible rut requires as really herculean effort. Something has to be done. Better farming, gradual wiping off of prior debts, sound education on proper lines instead of the existing system proper training of the people in co-operative activities and infusing into their minds an idea of better living with the help of suitable industries, these can, if all the people pull together, take them from the rut into which they have fallen for no fault of their own.

We are however of the opinion that a beginning may be made in this direction by multi-purpose societies in suitable localities.

### XXIII. THE DEPARTMENT AND THE STAFF

The following statement gives details of the present staff and office establishment.—

I. Registrar	
1 Head clerk on rupees	60-80
1 Clerk	40-60
1 Inspector	60-80
8 Inspectors	40-60
4 Clerks	25-40
1 Typist	25-40-60
10 Peons	14-13-12
1 Masapidy	10

The actuals of 118 work to Rs. 1,401 per month.

The Co-operative Department is one with lots of responsibilities as it is in charge of number of institutions whose total turn over is over 175 lakhs. Six Inspectors have to do the audit work of 323 institutions and have also to see to the rectification of mistakes over and above the routine work of the Department. These Inspectors are trying to do something impossible. This is a very undesirable state of things and should be remedied as early as possible. We are of opinion that for the successful working of the Department the Registrar should be given a staff competent to cope with the work of the Department which is increasing by leaps and bounds. We recommend the following staff.—

1. Personal Assistant to the Registrar to look after suits execution of decrees and general work.

1 Assistant to specially attend to non-credit work.

1 Chief auditor with account qualification (B, com.) G. D. A. or R. A.

1 Lady Inspector.

13 Inspectors.

6 Liquidation Inspectors—Temporary

1 Head clerk or Manager.

2 Senior clerks.

5 Junior clerks.

1 Librarian and Record keeper.

1 Typist.

1 Attender.

22 Peons.

1 Masapidy.

6 Temporary peons.

We also recommend that these officers should be given a better status and pay in view of the heavy responsibilities and work devolving on them. In regard to the status of the Registrar we cannot do better than quote in full from the Travancore report.



"The comparatively inferior status now assigned to the Registrar of Co-operative Societies is bound to lead to a critical situation fraught with difficulties in the path of progress. He will be wanting in the influence indispensable for securing the active support of the public. His suggestions and recommendations are apt to be brushed aside by the Government. Unsupported as they would be, by the weight of opinion of an officer of superior status. As the Registrar's views and opinions are often bound to come into conflict with the board of management of many important co-operative institutions, which may include persons of the highest rank and eminence in the State it is imperative that he should be accorded much status as would enable these non-official gentlemen to accept his views with a sufficient amount of respect. We, therefore, recommend that the Registrar's status should immediately be raised to that of a Diwan Peishkar."

We fully endorse the above view in the interest of the Department which is steadily growing. We feel that the Department should be in the hands of an Officer of sufficient status.

The staff now proposed by us is absolutely necessary for the efficient management of the work. The Registrar of Co-operative Societies is a trustee of the Land Mortgage Bank. We suggest that hereafter it would be desirable to have better collaboration in the work of the Department of Co-operation and of the Land Mortgage Bank. The Secretary of the Central Bank, the Secretary of the Marketing Society, and the Secretary of the Land Mortgage Bank may be considered officers of the Co-operative Department for purposes of promotion.

#### XXIV. PAID SECRETARIES

In several parts of our report we have made mention of paid secretaries. The question naturally arises as to the function and powers of these secretaries, their importance and the sources from which they are to be paid.

One of the important defects, rather handicap, in the working of any co-operative institution, is the absence of a whole time paid executive officer, i.e., an officer on whom rests the entire responsibility for the day to day working of the society, for carrying out the decision of the managing body for bringing to its notice and for timely action, all urgent and important matters, for maintaining all records and registers as provided by the Act and advised by the Department, for sending returns and reports and for doing everything under the direction of the committee to run the society as a business concern. A paid secretary is the same to a society as a commissioner is to a Municipality. His existence is due to the limitation of honorary service. No doubt, non-official service is indispensable to the co-operative movement; but it would be too much to expect non-officials and officials in their spare time to direct and manage institutions which run highly specialised business, without the help of paid qualified men for whole time work.

No other branch of activity is left to run entirely by non-officials and we are of the opinion that the slackness in the progress of the movement is due to the failure to give enough facilities to non-officials with varied experiences to implement their decisions and work out the scheme that they have chalked out in consultation with the Department. In other words we are of the opinion that while the initiative direction, supervision and ultimate control rest with non-officials, that actual execution, or the day to day work, should be left to the paid hands. Experience has shown that honoray workers who have to depend for their livelihood on other professions or avocations cannot conveniently spare enough time to attend to the day to day work in Co-operative societies with the result that societies deteriorate very easily. In the early days of the movement there were only credit societies, which are comparatively easy to work. Today most of the Co-operative Societies, have taken up more than one activity and work in them in general has become more complicated and exacting. To leave the executive side of the movement entirely to honorary workers has therefore become a danger and a great stumbling block to its progress.

At the same time paid executives to all the Co-operative of the State with varying resources would be a hard problem to solve. There are a good number of societies that are able to appoint and pay a whole-time servant or servants. There is bigger number that can partly afford to appoint and pay whole-time workers. Even those that can afford, do not appoint whole-time men. Many prefer to pay bonuses, allowances, sitting fees and travelling allowance to a number of officers in a society rather than reduce those expences to the minimum and employ a full time hand. We have already indicated that every society should have a full time paid executive officer, who should be responsible for they day to day work. Government have also

accepted this policy, as is clear from their appointing paid hands in the Central Bank, Land Mortgage Bank, Marketing Society and in some of the Industrial Societies which cannot afford to keep such an officer out of their own resources. So the solution is clear. All important societies should have wholtime hands, who should be paid out of the funds of the society; all those that require the services of such an officer but are unable to pay the whole salary should be subsidised by the Government. This in other words, means the creation of a co-operative service, i.e., a service with sufficient training and equipment and with enough remuneration to enable them to have a moderate living. We are of opinion that such a service in course of time, could do away with most of the common ills in our societies and enable the Department to locate responsibility for irregularities.

We think that these executive officers may for the sake of convenience be called secretaries and that they should not have a place in the Committee. They may be appointed by the managing committee of each society subject to the approval of the Registrar. The disciplinary control should be given to the Registrar who should exercise the control in consultation with the committee.

## XXV. SUPERVISION

There are now 6 supervising unions to which are affiliated 120 societies. Other societies are not under Unions. We propose 12 Unions for the State as follows.—

Cochin-Kanayannur ..	..	4
Cranganur ..	..	1
Mukundapuram ..	..	2
Trichur ..	..	2
Talappalli ..	..	2
Chittur ..	..	1
Total		12

We are also of opinion that all the societies in the State should be compulsorily affiliated. The executive committee of the Union should consist of 5 members, three of whom should be elected and two nominated by the Registrar. A small percentage of the net profit of all societies (say 6½ per cent) should be reserved for supervision expenses.

The Unions may be made to do the duties of the Taluk Local Advisory Committees of the Land Mortgage Bank, and we feel it would be cheaper to employ the Unions and at the same time the arrangement will make the Land Mortgage Bank more popular. The Land Mortgage Bank will, we hope be agreeable to this arrangement. The members of the Union will be quite competent to check the valuation and to report on the repaying capacity of the applicants much better than men living in Taluk Head Quarters.

## XXVI. AUDIT

This work is not done properly on account of causes beyond the control of the Registrar a present. The staff is inadequate. Those who do the audit work should have the requisite training. There is also the complaint of non-co-operation by the societies, no doubt rather a strong word about Co-operative Societies. We have already suggested the appointment of paid secretaries in all societies and we have also suggested that societies office should hereafter be held in buildings to which all sections of the public should have access.

No inspector should have more than 30 societies. The audit objections of the Department should be given the same legal status as those of the Comptroller of Accounts and Finance.

We have made a provision for the appointment of a chief auditor to super audit and check the work of the Inspectors and Auditors. This appears to be very necessary.

## XXVII. ARBITRATION AND EXECUTION

About 1,500 suits are filed every year. We think that the disposal of suit and the execution of decrees should be left to the Assistant Registrar, who should preferably be a law graduate, so that the Registrar may be relieved of the routine work to enable him to visit as many societies as possible and to attend to important matters affecting the various activities of the Department and to enable him to have time for thinking.

There is considerable delay in the matter of the execution of decrees. The rules framed under the Act empower the Registrar to execute decrees. The rules are not operating as the

details of the procedure have not been laid down and necessary staff been sanctioned for this special work. We suggest that Government may issue necessary orders in this matter. The Registrar should be invested with all the powers under the Revenue Recovery Act in the matter of execution of decrees including the powers to give delivery of possession of properties sold in execution of decrees. He should be authorised to delegate his powers under the Revenue Recovery Act to officers of the Department not below the rank of an Inspector.

### XXVIII. LIQUIDATION

There are 87 societies under liquidation and the amount involved in liquidation is Rs. 1, 1,454—1—2. Of this Rs. 81,80—4—1 is due to the Central Bank and the balance to the other societies. The liquidation Inspector of the Department and the Central Bank Inspectors attend to this work. The winding up of societies indebted to the Central Bank is done by the Central Bank Inspectors who have to do this work along with their legitimate work. The whole system seems to be cumbersome. There is a lot of delay in winding up the work of the cancelled societies.

It seems to be unnecessary to have two sets of officers to do the same work. We have already suggested that the Central Bank need have only 2 Inspectors of its own.

We would suggest the appointment of 6 liquidators as a temporary measure at Government cost, and it is worthwhile to spend this money, in view of the large amounts involved. Liquidation work is in a very unsatisfactory condition. We think it is high time to improve matters with a view to create confidence in the public.

### XXIX. LEGAL REMEDIES AND PENALTIES

The Act and the Rules were amended in 1113. Very often, as a result of the interpretation of these rules, several of the privileges conferred upon the societies are rendered nugatory.

(a) We are of opinion that all societies and members thereof should get exemption from payment of stamp duty and registration fees in all transaction between the society and its members and that encumbrance certificates, should be given free of cost on requisition by societies. On this subject we have already addressed the Government, on a reference made to us at the instance of the Superintendent of Registration and Anchal.

(b) Societies may be given free licence to trade in such essential articles as Kerosene, Matches, Arecanuts, Fish, etc.

(c) Government servants engaged in co-operative work may be exempted from obtaining permission for getting bonuses, sitting fees or other allowances from co-operative societies.

(d) Offences under the Act should be made cognizable.

(e) Laws must be amended in such a way as to exclude the interference of Civil Courts in Co-operative affairs absolutely.

(f) The scope of section 53 of the Act should be widened so as to confer upon the Registrar's court jurisdiction to decide disputes touching the business of societies in which immovable properties are involved wherein non-members have acquired interest as puisne mortgages or subsequent alienances by impleading them as parties to the dispute so as to make the award or decree binding upon them (2) to adjudicate upon documents executed by a non-member in favour of a society.

(g) Co-operative dues should be given priority over simple money claims or money decrees.

(h) Requisition from the Registrar of Co-operative Societies and from societies for recovery of instalments from the salaries of Officers is found to be not responded to promptly. Government should issue strict orders to the Heads of Departments and Offices.

(i) No defaulting member should be in the managing committee. If the default occurs during his tenure of membership, he must automatically cease to be a member of the committee. Any action or resolution of a Committee to which a defaulting member is a party shall be made *per-se* invalid. The definition of the term "defaulter" in section 1, G. of the rules should be extended to cover "defaults" under the by-laws of societies.

(j) Execution of co-operative decrees through the Heads of Departments and under the Revenue Recovery Act should be considered as "Steps-in-aid" of execution.

(k) Recovery of co-operative dues before decree through Heads of Departments and Offices should be considered as amounting to acknowledgments of liability for purposes of limitation.

(l) In regard to societies which are chronically bad, the Department should adopt a definite plan for rectification or liquidation in as short a time as possible.

### XXX. INSTITUTE OF CO-OPERATIVE AND RURAL DEVELOPMENT

The Central Institute was organised in the year 1100. It has not been able to turn out appreciable work due to various reasons.

Instead of the existing Central Institute we recommend the formation of an Institute of Co-operation and Rural Development to make it thoroughly comprehensive and it should be constituted as follows.

Heads of Development Departments		7
Delegates from the Unions		
Cochin, Kanayannur Taluk		
Kanayannur Section		
Cochin Section		
Cranganur		
Mukundapuram		
Trichur		
Talappalli		
Chittur		
	-----	7
Representatives of Central Institutions:		
Central Bank		
Land Mortgage Bank		
Marketing Society		
	-----	3
Nominated members		3
Grand Total		<u>20</u>

The Hon'ble Minister for Development will be the President of the Institute. The Board will have a Secretary and a clerical staff. The main object of the institute will be to co-ordinate the activities of Development Departments. It should also prepare plans for the working of the various departments or in other words lay down the policies and improve the working of the departments by preparing working plans for 5 years or for such definite periods. It should also from time to time take stock of work done and suggest measures to achieve its objects.

The Board should meet at least once a quarter. It may appoint sub-committees or committees to attend to several items of work such as the publication of the Journal, co-operative training, holding of conference, etc. In view of the proposed institute it will be a matter for consideration by Government, whether the sub-committees of the Institute will not serve the purpose of the advisory committees attached to the various sections of the Development Departments. We leave this matter to the decision of the Government.

At present rural libraries are under the joint control of the Panchayat and Education Departments. We consider that it will be more fitting with the scheme we propose to put them under the control of the Board. It is desirable that the institute is equipped with a reference library.

An annual conference is useful and should be held under the auspices of the institute in the different taluks of the State in rotation. This will be an occasion to discuss the various aspects of the movement, to take stock of work done and to plan the future working of the various institutions. A suitable recurring grant of at least Rs. 500 may be sanctioned by the Government for holding the conference. The balance in the allotment should be funded every year, as sayings. The financing of the Institute should be done by contributions from the constituent Departments. We are of opinion that not less than Rs. 3,000 will be required to run the Institute on the lines proposed.

### XXXI. TRAINING OF PANCHAYATDARS AND OFFICERS

Ample funds should be provided in the budget of the Registrar for the training of people in the employ of societies.

The Department of Agriculture and the Department of Co-operation have to work together and it is necessary that the Officers of both the Departments of the cadre of Inspectors should have in training a Agriculture and Co-operation. We would recommend a course of three months training in co-operation to all the Inspectors of the Agricultural Department and a year's course in Agriculture to all the Inspectors of the Co-operative Department. In this connection we would invite the attention of the Government to certain proposals submitted by the Chairman in regard to the Agricultural training of teachers of the Education Department. A copy of this report is appended. This happy combination is followed in Denmark, Belgium, and other countries where the best methods of crop production are adopted, utilizing to the best advantage all the available help of co-operation. Pooling of capital by co-operatives, intensive system of Agriculture, co-operative methods of sale and distribution have yet to be developed in Cochin. Education on proper lines alone can do this. Without a knowledge of the methods of Agriculture, co-operation cannot achieve anything.

In this connection the Committee would very much like to draw the attention of the Government to page 277, of the report on "Co-operation in India and Europe" by L. D. Gammons, Malayalam Civil Service. We find in that report that "India is a standing warning to any country of the dangers of divorcing educational policy and economic requirements".

### XXXII. WOMEN AND CO-OPERATION

We have in the State a number of Girls' Schools and a couple of colleges. The percentage of literacy in the State amongst women is pretty high. We do not see any reason why in the struggle for existence the services of women should not be taken advantage of. There are very many home industries, in which women are interested. Their services can be utilised in so many useful ways such as the growing of vegetables, fruits and flowers, spinning, knitting, weaving, tailoring and humanitarian occupations as child welfare, nursing, etc. which can be organised on co-operative lines. We have already recommended the concentration of some attention to co-operative activities in Schools with the active support of the Educational Department. We would strongly urge the appointment of a Lady Graduate Inspector for the Women's section, and we would also suggest that a Lady Graduate with Economics or Science as her subject be selected and sent up for training before she is appointed to her place.

### XXXIII. CO-OPERATIVE MANUAL

The Committee are of the unanimous opinion that a Co-operative Manual should be framed as early as possible for the guidance of the Department.

### CONCLUSION

The spirit of co-operation and the advantages that the society can secure through its help should be shown to the people. The people should be taught that with co-operation there is hardly anything which cannot be realised.

It is rather difficult to find people doing duties with purely altruistic motives. Government servants can expect pension and some times a brief mention in the Gazette of services rendered and in the case of some distinguished service some recognition by the Paramount Power. In Cochin there is hardly any method of recognising services rendered by non-officials. In the field of co-operation the brunt of the work is on the non-officials whose good work has to be recognised by the Government in some suitable form or other. We would suggest that the Institute of Co-operation and Rural Development should at the beginning of every year, while taking stock of work of the Department, bring to the notice of the Government names, if any, of societies and individuals responsible for any meritorious work. The Government may award certificates of merit or some medals.

We have in the foregoing paragraphs given, somewhat in detail the origin and development of the co-operative movement and also to some extent of the agricultural and industrial activities in the State. We hope we have to the best of our knowledge; suggested methods to give the whole movement a new orientation.

As other parts of India Cochin is also progressing. We are all marching with definite aims but we are marching with rather heavy burdens on our shoulders. If these burdens are not removed we shall have to stop half way. These burdens are economic disabilities, want of knowledge in scientific methods of organisation, production and distribution, and in the practical application of knowledge of the best methods of living and also the absence of a correct notion of state consciousness.

We would therefore urge on the Government the desirability of giving the right type of education to the people. Those in Schools and Colleges can be given the right type of education by modifying the syllabus of studies. Those that have left school and the grown ups have to be taught through newspapers and journals. Just now there is hardly any newspaper which published articles of interest to the rural population. Popular newspapers are very powerful organs for disseminating useful knowledge. We would recommend that newspapers and journals may be subsidised by the Government to publish articles written by the people competent to write such articles and approved by the Institute. We are obliged to make this suggestion as we are convinced that scientific journals cannot reach the majority of even the urban population much less of rural inhabitants.

In the report which we are submitting to Government we have, we are afraid, laid too much stress on the agricultural side of the co-operative movement. We do not apologise for this, because we are convinced that without any increase in the production of the staple crops of the State such as paddy, cocoanuts, arecanuts and other garden produce, our industrial and business activities are bound to stagnate and may after some time end in the economic ruin of the population and an unbalanced distribution of wealth. There is also a great chance of State lands getting into the hands of outside capitalists. The independent rural population who once ruled in villages will be the ruled. Let us by all means in our power avoid this catastrophe. Before we conclude we have to acknowledge with thanks the valuable suggestions contained in the replies received to the questionnaire. We are also thankful to the several Heads of Departments of the State and to the President of the Land Mortgage Bank whose suggestions have helped us considerably in framing this report.

We are also indebted to our Secretary, Mr. V. N. Kunjan Menon, B.A.; for the valuable help rendered to us in compiling the requisite statements and in helping the committee in the hours of the sittings and in framing this report. He has very cheerfully done his duties as one with his legitimate work as Development Inspector for some time and latterly as Secretary of the Marketing Society. His intimate knowledge of details of Cottage Industries has been of great help to this committee.

- |   |                       |
|---|-----------------------|
| 1. I. Raman Menon   | (Sd.) <i>Chairman</i> |
| 2. A. K. T. K. M. Vasudevan Nambudiripad                  | "                     |
| 3. K. R. Achuthan   | "                     |
| 4. N. S. Rama Ayyar                                       | "                     |
| 5. Joseph V. Manjooran                                    | "                     |
| 6. P. Madhava Menon                                       | "                     |
| 7. K. Narayana Menon, Registrar of Co-operative Societies | "                     |
| 8. P. Raman Menon, Government Pleader, Trichur            | "                     |

(True copy).

I. RAMAN MENON

*Chairman*

We, the members of the Co-operative Enquiry Committee have great pleasure to place on record our deep sense of appreciation of the work of the Chairman of the Committee, M. R. By. I. Raman Menon Avl., B.A., Dip. in Agriculture (Cantab), retired Superintendent of Agriculture and Panchayats. His courtesy, geniality spirit of compromise and firmness of control have made our work a real pleasure. His wealth of information, wide knowledge of men and

things and his ripe experience as the Director of Agriculture were of immense help to the committee in drafting this report.

1. A. K. T. K. M. Vasudevan Nambudiripad (Sd.)
2. K. R. Achuthan "
3. N. S. Rama Ayyar "
4. Joseph V. Manjooran "
5. P. Madhava Menon "
6. K. Narayana Menon, Registrar of Co-operative Societies "
7. P. Raman Menon, Government Pleader "

(True copy)

I. RAMAN MENON

*Chirman*

### SUMMARY OF RECOMMENDATIONS

	<i>Reference to Report Para</i>
1. Only limited liability Societies need be registered except when there is demand for an unlimited liability Society ..	XII (a)
2. Existing unlimited Societies should be converted into limited Societies as far as possible ..	XII (a)
3. All Rural Societies should be encouraged to become multi-purpose Societies with a view to develop agriculture and allied industries ..	XII (b)
4. Rules under the Act should be framed to prevent the continuance of the same people in the committee ..	XII (d)
5. All Societies should have their own offices which should be accessible to all sections of the public ..	XII (e)
6. Techninal advice may be taken by societies, from the departments concerned ..	XII (g)
7. Registrar should be given power to remove any member of the committee or society if in his opinion, he is working against the interests of the society ..	XII (h)
8. People interested in Joint Stock Banks and money lending should be excluded from societies ..	XII (i)
9. Full-time paid Secretaries should be appointed in all societies subject to the disciplinary control of the Registrar in consultation with the committee ..	XIII
10. Urban Banks and Employees' Societies should be encouraged to do all business done by Commercial Banks ..	XIII
11. All Existing Government Servants' Societies should be departmentalised ..	XV
12. Dual control of Depressed Class Societies by the Registrar of Co-operative Societies and the Protector of Depressed Classes is not desirable ..	XVI
13. Separate Societies for Depressed Classes are not desirable but as a transitory measure separate societies may be had for Depressed Classes under the control of the Registrar of Co-operative Societies with the Protector of Depressed Classes as advisor ..	XVI
14. Agriculture and Industry should be worked on a scientific basis ..	XVII-A (1)
15. Adoption of co-operative methods should be tried in Kole cultivation ..	XVII-A (2)
16. A special Agricultural Society should be formed in Chittur with the help of the Government, and advice of the Agricultural and Industries Departments ..	XVII-A (3)
17. Industries should be developed on co-operative lines through multi-purpose societies ..	XVII-B
18. Half a dozen Coconut Growers' Associations to be formed in the littoral tracts of the State ..	XVII-B (2)

	<i>Reference to Report Para</i>
19. Spinning should be popularised throughout the State, through multi-purpose societies ..	XVII-B (4)
20. More societies should be organised for weavers. Government should provide sufficient finance for them ..	XVII-B (5)
21. Taluk Societies should be organised for Bee-keeping with the Bee-Organiser as the Secretary. The present All Cochin Bee-keepers Society is not necessary ..	XVII-B (7)
22. A well equipped Technological Institute should be started for the whole State and one good Industrial School in each Taluk Headquarters ..	XVII-B (8)
23. There should not be dual control of Industrial Societies by the Departments of Co-operation and Industries, the Registrar being the officer responsible for the control and financing, etc., of such societies. But administrative rules should be framed for making the technical advice of the Directors of Agriculture and Industries available to the Registrar ..	XVII-B (8)
24. Stud bulls should be stationed at suitable centres ..	XVII-C
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26. Dry cows should be purchased and reared in suitable Agricultural Centres ..	XVII-C
27. Co-operative Stores should be organised in every School and College of the State ..	XVII-D
28. The Central Bank should not give long term loans as it is the function of the Land Mortgage Bank ..	XVIII
29. The Land Mortgage Bank should absorb the surplus funds of the Central Bank ..	XVIII (1)
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31. Central Bank can invest money in house-building schemes ..	XVIII (3)
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33. Reconstitution of the Board of the Central Bank by nominating the Assistant Comptroller of Finance and Accounts and the Trichur Government Pleader, in the places of the Secretary and the Tahsildar is necessary ..	XVIII (6)
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36. Co-operative Unions should be made the ex-officio local advisory committee of the Land Mortgage Bank ..	XIX
37. The Land Mortgage Bank should reduce its lending rate from 6 to 5 per cent ..	XIX
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39. Marketing Society should supply raw materials to affiliated societies ..	XX
40. It should be a show-room and museum of all village products ..	XX
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42. It should have Marketing Officers and touring agents for the sale of its goods ..	XX
43. It should have a suitable and attractive building of its own with godown convenience, in a central place ..	XX
44. Its Board of Directors should be reconstituted with the Director of Industries and Commerce, Assistant Comptroller of Finance and Accounts and 3 elected society representatives as members and the Registrar should not be on the Board of the society as of any other co-operative society on principle ..	XX



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|---|----------|
| 45. Marketing Society should have all equipments for sizing, dyeing, colour-printing, calendering, etc., Government should provide funds  | XX       |
| 46. Urban Societies should take up house-building scheme. No separate society is necessary just at present  | XXI      |
| 47. Multi-purpose Societies should make a beginning in the working of Grain Banks   | XXII     |
| 48. Sufficient staff should be given to the department to do its work   | XXIII    |
| 49. Secretaries of Land Mortgage Bank, Central Bank, Marketing Society, etc., should be officers of the Co-operative Department.  | XXIII    |
| 50. Appointment of paid and wholtime Secretaries is essential in all societies. The Secretaries should have no seats on the committee   | XXIV     |
| 51. Secretaries may be appointed by the committee but should be subject to the disciplinary control of the Registrar  | XXIV     |
| 52. All societies should be compulsorily affiliated to Unions   | XXV      |
| 53. The State should have 12 Unions   | XXV      |
| 54. The Union Committee of 5 will consist of 3 elected members and two members nominated by Registrar   | XXV      |
| 55. 6½ per cent. of the net profits of all Societies should be given to Unions  | XXV      |
| 56. Audit objections of the Registrar should have the same legal status as those of the Comptroller of Finance and Accounts   | XXVI     |
| 57. No Inspector should have more than 30 Societies in his charge   | XXVI     |
| 58. Hearing of suits and execution of decrees should be left to the Assistant Registrar who should preferably be a Law Graduate   | XXVII    |
| 59. Immediate steps should be taken to appoint special staff and draw up details of procedure for execution of decrees by the Co-operative Department   | XXVII    |
| 60. Registrar should be given power of delivery of possession of properties sold in execution of decrees  | XXVII    |
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| 63. All Societies and their members should get exemption from payment of Stamp Duty, and Registration Fees in all transactions between Societies and members as well as free encumbrance certificates | XXIX (a) |
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| 66. Offences under the Act should be made cognisable  | XXIX (d) |
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| 68. Co-operative dues should be given priority  | XXIX (g) |
| 69. Government should issue strict orders to Heads of Departments to effect prompt recovery of co-operative dues  | XXIX (h) |
| 70. No defaulter should be in the managing committee of any society   | XXIX (i) |
| 71. "Default" under the Rules should cover "default" under the by-laws of Societies   | XXIX (i) |
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| 74. The Co-operative Department should adopt a definite plan for rectification or liquidation of bad Societies immediately  | XXIX (l) |
| 75. An Institute of Co-operation and Rural Development should be organised in the place of the Cochin Central Co-operative Institute  | XXX      |

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76. Rural libraries may be brought under the control of the Board ..	XXX
77. An annual conference should be held in the several Taluks in rotation ..	XXX
78. The Department should hold classes for the training of Panchayatdars ..	XXXI
79. Agricultural Inspectors should have training in Co-operation and Co-operative Inspectors in Agriculture ..	XXXI
80. Separate Societies should be organised for women by the appointment of a Lady Inspector ..	XXXII
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### APPENDIX I

#### Copy of the report, dated 6th Meenam 1118, to the Government from Mr. I. Raman Menon, retired Superintendent of Agriculture regarding Drainage and Irrigation

I beg to submit for favour of consideration as few suggestions of mine for producing within the State a sufficient quantity of rice. My appointment as an Honorary Advisor for the Hill Paddy Cultivation Scheme has encouraged me to offer these suggestions. While fully appreciating the confidence placed in me, I am not unaware of the difficulties in the way of successfully carrying the scheme in full. The enterprise is bold and I must congratulate the Government for having thought about this scheme and thus set an example to the people in and outside Cochin for producing food at this critical stage.

2. The opening out of forest lands for the cultivation of food crops can at the most be a temporary make-shift as it will be clear that a great portion of these lands is unfit for permanent occupation and raising cereal crops every year. These lands can at most carry plantation crops which may not require irrigation. It seems to be unnecessary to discuss this aspect of the question as it is the idea of the Government to re-forest these lands sooner or later. Here and there one might meet with small areas suitable for raising wet land paddy. The question of excluding such areas has to be carefully considered, provided such areas are suitable for permanent occupation and will not in way interfere with the State forest interests.

3. The total agricultural area in Cochin is 5,09,305 acres 2,07,545 acres being wet lands and 3,01,560 acres garden and dry lands. Mr. M. Sankara Menon, the Superintendent, Hill Paddy Scheme conducted a survey of the paddy cultivation in the State and prepared a report for the Government of India Marketing Department. His report shows a total area of 2,15,540 acres under paddy cultivation. Of these 2,15,540 acres, 85,331 acres are double crop wet lands. Expressed in terms of single crop the total extent under paddy is 2,15,540 plus 85,331 acres or 3,00,871 acres under one crop.

His report further shows that the total yield is 29,78,81,120 pounds or 1,86,17,570 paras. This yield on 3,00,871 acres represents a yield of 990 pounds per acre. Let us compare this yield with the yield obtained elsewhere.

The following figures appeared in a report published in the Agricultural Journal of India some years ago.—

Spain	..	5,700	pounds per acre
Italy	..	3,300	"
Egypt	..	3,300	"
Japan	..	2,100	"
U. S. A.	..	1,400	"
India	..	890	"

Dr. Radhakamal Mukerjee in his book "Food Planning for 400 millions" gives the following figures.—

Japan	(1921—25)	..	2,350	lbs. per acre
India	(1922—26)	..	969	"
India	(1925—30)	..	850	"
Travancore		..	1,250	"
Spain		..	5,000	"
Italy		..	3,000	"

Mr. Sankara Menon's figure tallies more or less with the All India Average for a number of five year periods. In Travancore the wet lands under the Kothayar Irrigation scheme are exceedingly good lands, but I doubt very much if these lands are yielding to such an extent as to exceed the Indian average by about 50 per cent.

Generally conditions in Cochin and Travancore are similar. Methods of cultivation are the same. The vicissitudes are common. Flood damages and droughts also occur in both the States. Let us, therefore, take it for granted, that the average yield of paddy per acre in Cochin is 1,250 pounds.

4. The total population of the State is nearly 14 lacs. Let us see what quantity of paddy we require for feeding the 14 lakhs of people.  $1\frac{1}{2}$  nazhies of rice or  $\frac{3}{4}$  of measure of paddy per day is reported to be ample for an individual or 27 paras per individual for a year. For 14 lakhs the quantity required is 29,400,000 paras of paddy. We have seen that the total out put of the State is 18,617,570 paras. There is a clear deficit of 10,782,430 paras. The paddy that the State produces is just enough for 7.2 months.

$1\frac{1}{2}$  nazhies of rice has to be supplemented with other foods in order that the food might supply the requirements of the body. Cochin does not grow enough of other food stuffs such as pulses, etc. The income from garden produce such as cocoanuts, arecanuts and other plantation crops, income from other sources such as professions, trades, industrial undertakings, from the means of purchasing the deficit paddy and other articles of food. The results of the Economic Survey conducted in a few villages have thrown considerable light on the conditions of people in rural areas. There is unemployment amongst all classes of people. People are underfed and there are heaps of people who have taken to begging. The State has to find labour and point out the directions in which labour has to be usefully employed. Later on in this report I shall have to refer to this subject again when dealing with paddy cultivation.

5. We have seen that there is a deficit of paddy in the State. If it is possible to make the average yield per acre 2,400 pounds or just over a ton of paddy per acre, there would be enough paddy in the State and there is an end of all worries about the staple article of food.

The average yield of wheat in England was ten bushels over half a century ago. Ten bushels is even now the yield of the non-manured plot on the Rothamsted Experimental plots. When the experiment was started the yield was 10 or 11 bushels. Even now the yield is 10 bushels or thereabouts. This 10 bushels per acre represents the intrinsic fertility of the land. The unmanured plots in the paddy experimental plots in the Central Farm has given an average of 6 to 7 paras per 10 cents. I have not seen much variation during 16 years. 7 paras per 10 cents or 70 paras per acre is 1,120 pounds per acre. I have also seen that the ryots have not been able to get even 50 paras per acre during the Virippu season on account of a number of causes. In England, the present average yield of wheat per acre is 35 bushels or the yield has increased  $3\frac{1}{2}$  times. Spain is producing over 2 tons. Italy and Egypt over  $1\frac{1}{2}$  tons and the latest report shows that Japan is producing over a ton of paddy per acre. I have already stated that it is possible to produce one ton of paddy per acre. I have myself seen crops of nearly 2 tons per acre, both in the State Farm and elsewhere and nothing else has given me so much pleasure and satisfaction as to see a crop of paddy which is going to give you a yield of 250 to 300 paras per acre. Sir you might ask me why did not you try to get the same yield elsewhere. The answer to this question will be given in the following paragraphs.

6. The increase in the out-turn of any crop; especially a cereal crop, is due to the following main causes.—

Good tillage operation (i.e. better implements and working cattle.)

Suitable manures.

Better seeds.

Freedom from pests and diseases.

And in tropical countries and especially on the west coast of India, agriculture is dependent on irrigation and drainage.

We have, therefore, to pay a good deal of attention to drainage and irrigation. The raising of an ordinary crop, i.e., to say a yield of 1,250 pounds of paddy per acre can be secured only if drainage and irrigation are satisfactorily attended to. Any extra yield depends on factors such as good methods of cultivation application of suitable manures, improved seeds and freedom from pests and diseases. While in one portion of a Taluk very good crops are secured in other places the crops are damaged by want of drainage or drought. This want of uniformity is the cause of

a low average for the State. Till suitable conditions are created the average out-turn is bound to be low.

7. Let us examine the situation in somewhat detail. I am sure that the Diwan will remember some observations made by me at the time of my first interview in Trichur. I remember the Dewan remarking to me that the conditions in Cochin were reported to be satisfactory.

My experience of the wet land cultivation in the State of over a quarter of a century has convinced me that unless the ryots' crops are protected from floods and by irrigation, the low yield is bound to continue. The low-lying lands are subject to floods. The fields are water-logged. The paddy suffers severely. It is subject to diseases and pests.

I have very often drawn the attention of the Government to this important matter. While submitting my *Naduthode scheme* nearly twenty years ago, I said that an anicut at Naduthode in the Thanikudam river would not only be a storage of water for irrigation, but would reduce the flood level in the Thanikudam valley. I made another report on the possibility of putting up an anicut higher up in the Manali river. This anicut would store a large volume of water above a place called Peechi and at the same time would reduce the flood level in the Manali valley. I made another recommendation for an anicut higher up the Mupli valley to the south of Anappandan.

The Thanikudam scheme was investigated into by the D. P. W. and was satisfactorily reported on. It was given up for want of funds. So far, I do not think, any investigation was made in regard to the other schemes.

Last year, when the supply of paddy was running short, the Dewan Peishkar, the Conservator of Forests and the Director of Agriculture had a talk with me on the subject. I made certain suggestions to solve the problem. These officers drew the attention of the Dewan to the Schemes of a permanent nature. The Government have now realised the acute state of the situation. The Hill Paddy Scheme may ease the situation next year a bit, but it will not solve the situation permanently.

Government have done some works to prevent floods but so far there has been no relief to the ryot population, because it is found impossible to get the surplus water into the sea. This aspect was fully dealt with in the speech delivered by me at the Silver Jubilee Celebrations in the Government Central Farm. I have submitted a copy of that speech for the kind perusal of the Dewan.

We do not want flood in the growing season and we want water during the second crop season and also for the Puncha and Kole cultivation.

A large amount of money was spent for works such as the canal at the 11th mile on the Karupadanna road, the Herbert Canal from the Karuvannur river to the Enamakal lake. Has there been any improvement in the flood situation? The high level of flood in some areas may have been slightly reduced, but there has been no relief to the paddy growers. The crops in the low lands are water ledged. This condition has been going on for over 30 years. Unless suitable methods are found out the condition of paddy cultivation will go from bad to worse.

8. The proposed Chalakkudi Irrigation Scheme will not solve the flood problem. If any water from the Chalakkudi river is allowed to run into the Karuvannur basin during the monsoon months, the situation in the Karuvannur basin will be disastrous.

9. How to diminish the flood situation during the Virippu season is the problem facing us. Till we solve the problem the paddy lands in the low-lying lands in the Trichur, Talappalli and Mukundapuram Taluks will continue to suffer. The only solution is to prevent the flood water coming down to the plains. This can be done by constructing anicuts higher up the several rivers.

I would propose anicuts higher up the Vadakkancheri river in the Vazhani hills, an anicut in the Thanikudam river at Naduthode, if necessary, another one higher up in the same valley, an anicut in the Manali river at Peechi, an anicut in the Chimmony river and another one in the Mupli river near Anappandan. The approximate cost is shown below.

Vazhani Anicut ..	..	..	3 lakhs
Naduthode Anicut	..	..	8 "
Peechi ..	..	..	10 "
Chimmony ..	..	..	3 "

Mupli	..	..	3 lakhs
Total	..	..	27 ..
Channels	..	..	3 ..
Grand total	..	..	30 ..

The anicuts are not only protective works, they are also sources of irrigation. The high level lands commanded by these anicuts can be converted into at least single crop Virup lands during the monsoon for by doing so, we are preventing a very large quantity of water from becoming a nuisance lower down. During the second season the storages become useful for irrigation. When once the rush of water is reduced we can put up irrigation works in the Manali and Kurumali rivers and can have a number of lock systems which will make all these rivers navigable even during the hot weather. A plentiful supply of water is assured to the ryots and animals. The amount of fish in the rivers will be considerably increased. The Virupu crop will grow healthily and better crops can be secured. A larger area can be brought under Virupu. There will be a proportionate increase in the Mundakan area. There will be a sufficient source of water for the Puncha and Kole lands. I am sure that if the above works are taken up there will be enough paddy for Cochin. Other factors which go to produce an increased output of paddy will become simpler and can be adopted by the ryots without risk.

The flood problem was first solved by a French Engineer in France. Other countries took up the scheme with wonderful results. Recently the anicut constructed on the Colorado river in America has prevented the dangerous flooding in this river and is irrigating millions of area and supplying electricity.

It is the duty of the State to protect the interests of the ryots. I do not in the least mean that the works should be done as charity works. Far from it. So long as the ryots are producing enough paddy in the State the Government is free from the worry of finding food for the people.

10. Let us next examine the ways and means. The State can raise a debenture of 30 lakhs. There is a lot of money now lying idle. It would be quite easy to get any amount at 3½ or 4 per cent. At 4 per cent the Government has to get an annual income of Rs. 1,20,000. It has to repay the loan of 30 lakhs if the loan is for 30 years, the State should get at least 2,20,000 income every year. Let us see if we shall be able to get this additional revenue. In the three Taluks of Trichur, Mukundapuram and Talappalli, the total extent of paddy lands is 1,31,532 acres. Out of this an extent of 50,000 acres may be roughly estimated as being protected by the works. We may charge Re. 1 per acre for this additional security given to the ryots. 20,000 acres of Kole may be charged a uniform rate of Rs. 5 per acre and 10,000 acres of Puncha with an additional cess of Rs. 2-8-0 per acre. These items may yield an additional income of Rs. 1,75,000 as follows.—

			Rs.
For protection	..	..	50,000
20,000 acres Kole	..	..	1,00,000
10,000 Puncha	..	..	25,000
Total	..	..	1,75,000

An additional extent of 12 thousand acres of dry lands can be easily converted into wet lands. These lands can be charged with an assessment of Rs. 5 per acre. The State will get Rs. 60,000 on this account. In the three Taluks of Talappalli, Trichur and Mukundapuram not less than 40,000 acres of single crop virippu or mundakan will become double crop lands and must yield another minimum of Rs. 40,000. Thus the total income of the State will be Rs. 2,75,000.

11. The Vadakkancheri, Thanikudam, Manali and Kurumali rivers can be kept full during the hot weather. The advantages of this to the ryots are immense. Other agricultural crops can be successfully grown during the hot weather. Sugar-cane can be grown in a large area and Cochin can become self sufficient. Cattle will have plenty of water. People need not live in filth for want of water. Every town in the State can have its water supply without much

cost. If the State makes up its mind to take up these works immediately, I am sure the people will be able to enjoy the benefits in the course of three years.

12. Agricultural improvements can be seriously considered only if drainage and irrigation are under control. The ryot would be foolish to adopt many of the improvements if he knows that his crop is subject to floods or droughts. Twenty five years ago some manures were applied in Kole lands in the Pullai Village. That year the major portion of the Kole was a failure on account of drought. Even afterwards I have desisted from recommending the application of manures in Kole lands.

13. Before concluding this paper on drainage and irrigation I would like to offer a few remarks on the proposed Chalakkudi irrigation scheme. This scheme is bound to be successful so long as it is confined to a portion of the Mukundapuram Taluk. If the area is restricted to the lands lying to the south and south-west of the range of hills running parallel to the river on the Cochin side, there is all the naturalness in the scheme but the area that the scheme can command is limited. It would, however, be enough if the canals and other works are constructed to the actual requirements. A canal on the southern bank of the river somewhere above Ezhattumukham can divert a sufficient volume of water to lands in Travancore as well as our lands in Melur Kizhakkumuri and other villages. This aspect of the scheme may also be considered since a very large extent of dry lands in Melur and other villages can be brought under irrigation. If, however, it is the idea of the Government to take the water to the Vellikkulenghara stream and thence to Kurumali, the main canal has to cross two valleys with streams across over which viaducts have to be built. There is enough water in the Puliarmuzhi valley and a further supply of water in this area become useless.

I am thoroughly acquainted with the locality and its contour and I may be excused if I issue a note of warning beforehand. If, however, the water is diverted from the river higher up and below the Adirapilli by cutting open a range of hill which is 250 above the sea level, it can be let into the upper reaches of Puliarmuzhi valley. Two substantial masonry bunds across the Puliarmuzhi stream and the stream on its northern side will cause a lake to be formed from which, of course, water can be taken down to a number of places below. If, by taking too much water from the Chalakkudi river, the volume and flow are reduced, there is the danger of high tide and salt water running up to Annanada or even up to Chalakkudi. May I ask why all this trouble, when we can solve our problems much more easily and at less risk, but with greater advantages for controlling flood in the three main basins in the State.

If the Government expects any substantial improvements in agriculture, the first problem to be solved is prevention of flood. The only method of flood prevention is the construction of anicuts in the valleys of hills. If this is done, the irrigation problem is solved automatically. I am sure I have made myself sufficiently clear. The disease has been diagnosed and suitable treatment has been recommended to the Government.

14. A few important matters affecting the Kōle Cultivation are not out of place in this report. The storages in the hills will be holding enough water to submerge all our Puncha and Kōle lands. What I propose to suggest is to let out all the water of the kōle lands at low tides, after the 30th Vrischigam and to see that the expenditure is minimised for pumping out water. All the water that will escape out of the lake by gravitation must be let off. If this is done, the Kōle land owners need not spend such money either for pumping or for bund works. The cost of cultivation is thus materially reduced to a minimum. The Kōle lands will also retain in them a lot of fine silt which is now going out in the course of pumping. If these facilities are offered to the cultivators of kōle lands, the Government can prevent a lot of exploitation *man by man*. There has been for some time past a lot of exploitation of man by man in kōle cultivation. The exploiters are the merchants who sell oils, the owners of engines, money lenders, seed merchants and also a good many of the owners of large areas of kōle lands. I have been wondering now the kōle cultivator can make anything out of his effort. I know of innumerable cases of absolute ruin. I know there is no fortune in agriculture, but a good farmer can live a comfortable life if he is careful and if he is saved from exploiters.

Cultivation of Kuttadan in Kōle lands should be prohibited, because the water that is stored in these lands is damaging the growing paddy in kōle lands. This water inhibits the growth of paddy and naturally reduces the yield. Plants want fresh water just as we do.

While speaking about the condition of paddy cultivation in Cochin, I cannot but refer to a scheme on which lot of investigation was made. I refer to the Hydro-electric scheme in the higher reaches of the Chalakkudi river. This scheme was examined carefully on two occasions. The first investigation was made during the time of Sir Joseph Bhore and again when Mr. Herbert was the Diwan. Sir Shanmukham examined this scheme. He said he would take up the Peringalkuthu Scheme if he was assured of a sufficient demand for electricity and it was with a view to find out the demand for electricity that he undertook the electrification of the Trichur and Ernakulam towns.

If Cochin State can have electricity at a cheap cost and if my suggestions about storage are accepted, I can easily imagine a condition in which the ryots will utilise the power for lift irrigation on a scale hitherto undreamt of in Cochin. A number of subsidiary industries will spring up in the country. The vibration of thousands of motors used for helping agriculture and industries will evolve a music in tune with the desire of the people for a higher standard of living. I am sure no music will be so enchanting as the spontaneous expression of the feeling of gratitude of lakhs of people in the State. I hope the Diwan will be pleased to look into this matter.

15. The other matters referred to in para 5 of this report namely tillage and tillage implements, manures, seeds, cattle, etc., will form the subject of another paper which I propose to submit to you.

16. The following is a brief abstract of the present report.

1. The existing wet lands area in Cochin is enough to produce enough paddy for the people of Cochin if the Government take steps to prevent the flooding in the Virippu season.

2. The construction of anicuts in 5 valleys namely, Vazhani, Thanikudam, Manali, Chimmony and Muply will not only prevent floods but will provide a sufficient quantity of water for all agricultural purposes throughout the year.

3. The Kole problem can be solved very easily and the cultivation of Kole can be done more economically.

4. Supply of cheap electricity will bring about a revolution in agriculture hitherto undreamt of.

5. The Chalakkudi irrigation scheme is not going to solve, the problems awaiting solution; on the other hand it might bring in troubles in the future.

I would earnestly invite the kind attention of the Diwan to the above matters.

I. RAMAN MENON

*Chairman*

## APPENDIX II

Copy of a report to the Government, dated 4th Kanni 1119  
by Mr. I Rama Menon, retired Superintendent of Agriculture  
on certain agricultural matters

I beg to submit the following remarks on certain matters referred to in my report, dated 6th Meenam 1118 in which I dealt with the problems of drainage and irrigation over which the farmer has very little control. In that report I stated that the increase in the out-turn of paddy would depend upon the following factors.—

Tillage and tillage implements.

Application of suitable manures.

Using better seeds.

Protection of crops from pests and diseases.

2. Very little effort is required for getting a yield of 6 to 7 fold provided the seasons are favourable. Any increase over 6 to 7 folds is the direct result of the efforts made by the farmer or of the intrinsic fertility of the soil. The first step in the process of farming as every one knows is the preparation of the land. In Cochin as elsewhere in India, the farmer uses the so-called country plough which varies in its efficiency from place to place. Even within the State the Chittur Taluk plough is slightly more efficient than the ploughs met with elsewhere. In the Cochin-Kanayannur Taluk the low-lying lands which are subject to tides are not ploughed at

all. In these lands the cultivation operations are generally done by special type of hoes. Ploughing in these lands is a bit difficult. Even if ploughing is impossible the seed beds have to be prepared by hoes.

The country plough is, strictly speaking, not a plough at all but only a cultivator. It is possible of course to prepare lands and secure a tolerably good tilth; but the process is long. One has to plough at least 10 times to get a tolerably good tilth; but there is not the slightest guarantee that the entire surface is broken even by a number of ploughings.

I introduced three new types of ploughs all parts of which except the shaft were made of iron. The wearing part, the "share", is detachable and therefore can be replaced. These ploughs were made in fairly large numbers in the Central Farm work-shop. The advantage of these ploughs is that with one round of ploughing the entire surface of the field is cut to the required depth. The utility of this new plough was demonstrated to the ryots; some ploughs were sold, but the sale was not satisfactory as the price was a bit beyond the capacity of the ordinary ryot. Some attempts were made to get these ploughs made at the Chalakkudi Government work-shop. The work-shop would not take up the work.

Originally the improved plough had to be sold at Rs. 11 and subsequently it was sold at Rs. 9. I am sure that it could be sold at about Rs. 5 provided metal is purchased in bulk at wholesale rates and the ploughs made in an up-to-date work-shop. I am sure there will be demand for thousands of ploughs provided the department is in a position to sell them at reasonable price, say at Rs. 5 or 6. All except the wearing part can be used for a number of years. The share will not cost more than three or four annas.

I would suggest to Government the organisation of a well-equipped work-shop. I do not, in the least, see any objection to such a work-shop being run by Government solely for the benefit of the agriculturists of the State. The motive of all private enterprise is profit at consumers' expense. In an institution run by the State there is no idea of profiteering or of sweated labour. The only precautions to be taken in Government running such a work-shop is that the management should be efficient. All talk of Government competing with private enterprise is sheer nonsense. As the function of the Government is to look after the welfare of the people I do not see how an institution intended for the benefit of the people can become objectionable.

4. The Government Central Farm work-shop was supplying a number of garden tools and implements. The tools and implements were much better than those purchased from outside and were also cheaper. I would urge the development of the work-shop with a view to see that suitable tillage implements and tools are turned out in large numbers so that the ryots may get them as cheap as possible. It should be possible to introduce these up-to-date implements and tools through the various institutions under the Development Department—such as Co-operative Societies, Panchayats and Agricultural Taluk Centres. Reports from a number of countries where agriculture is a profitable industry show that it is possible to get at least 15 per cent increase in the out-turn using up-to-date implements and tools. It should be distinctly understood that by improved implements and tools, I do not in the least mean any elaborated machinery such as Tractor Ploughs, etc., which are unsuitable in paddy cultivation in small fields which are obliged to have bunds for maintaining levels of fields. The notion that our cattle are unable to draw the improved ploughs has been exploded by actual trials.

5. *Manures*.—The manures in ordinary use in places where farming is being done well are cattle dung, ashes and green leaf, these manures in combination are giving exceedingly good results. The systematic and continuous application of cattle dung, green leaf and ashes brings up the level of fertility. Plots in which these manures were applied have given nearly 200 pars, i.e., nearly 1½ tons per acre. The twenty manurial experiments run in plots in duplicate in the wet land section of the Central Farm seem to have been abolished. These experiments should have been allowed to be continued for at least a 100 years. Why this scheme of experiments was abolished is not clear. The scheme was sanctioned by Government soon after the Farm was organised. Definite instructions from Government were necessary for its abolition. If the experiments were ordered by the Government to be stopped, I am afraid, the Government were illadvised. It seems to me that the Department seems to have arrived at a phase when a complete re-statement of its fundamental ideas has become urgently necessary.

Experiments in many countries have shown that at least an increase of 25 per cent in the out-turn can be secured by the application of suitable manures. 25 per cent increase in the



out-turn is a very important matter and in our State an additional increase of 25 per cent means a supply of the staple article of diet for two months more.

The extra-ordinary increase in the crop yield in several countries was mainly due to the liberal application of suitable manures. The question of utilising all the available manures in the State, therefore, becomes very important. Let us see what all substances are available and how they can be made use of and whether there is any scope for the development of a manure industry.

The cattle manure problem is best solved by the better feeding of animals and preserving the dung and urine. Other substances which can be utilised as manure as fish products, prawn dust and several types of oil cakes. The export of these substances should be discouraged. An export duty, if it can be levied, will check the drain. Another alternative which seems to me the better one is the giving of sound agricultural education in all the schools and the opening of demonstration centres close all educational institutions. I have on many an occasion drawn the attention of the Government to this important matter. A sound knowledge of the principles of farming and of the value of the various substances which can be used for agriculture and allied industries will become a better tariff wall than legislation.

Cocoon cake is a good manure, but it is a feeding cake as well. So also is cotton seed cake. These cakes should be more largely used within the State for the production of a better type of cattle and more milk products and indirectly producing a sufficient quantity of manures for the use of agriculture.

Castor, Pungam, Laurel, Maravatti and Neem are good manures. Castor is a crop grown on a limited scale in the Chittur Taluk. There is a perennial type of castor which could be grown as a hedge plant. The rest are trees. All these are very good types of trees for avenues. The potential wealth of the State can be enhanced by growing thousands of these trees as avenues in suitable areas. The ryots should also be encouraged to grow them in their lands in all available space. The oil of Maravatti (Hydrocorpus) Neem and Pungam have important medical uses and the oil cakes are good manures.

The west coast of India is generally deficient in Phosphates and Cochin is no exception. Report on soil survey in the State show that the soil is poor so far as the phosphate content is concerned. Reports of imports and exports in various countries will show that such manures as phosphates and Potash form very important items of import. The trade returns of Cochin do not show very large import of these articles. A limited quantity is imported by planters for tea, coffee and rubber.

A very large quantity of bones is now going out of the State. The Government can very well have a bone-crushing factory. This factory can have a number of side industries such as the preparation of either bone charcoal or bone ash. The former is useful in the sugar industry and the latter is essential in the manufacture of high class pottery. The factory can also, as a side industry, make surki so useful for building purposes. The development of the industries connected with bone will not only be a source of good income for the State, but it will be of immense benefit to agriculture. The removal, every year, of large quantities of bones, fish, oil seeds and oil cakes has been the cause of the deterioration of all our crops in the State. The soil has been absolutely impoverished. The low-yield of paddy and cocoanuts is due to the systematic drain of ash forming substances from the soil. If ryots do not take to manuring their crops as a routine item of work, agriculture will not become a paying proposition if it has not already become so.

Prizes should be awarded to ryots for good work in the making and application of manures. For a few years, prizes, were awarded, but they were not allowed to be continued.

There is plenty of scope for a properly organised factory where all sorts of manures can be manufactured.

Sir Joseph Bhoré had an idea of producing Calcium Nitrate by utilising atmospheric Nitrogen with the power from the electricity generated at Poringalkothu.

We have plenty of resources in the State. These resources should be utilised in the interests of the people.

6. The recent legislation conferring rights to Verumpattam holders is a move in the right direction. We can hereafter expect a better type of farming as there is security of tenancy. It would be worthwhile for the cultivating tenants to apply manures for maintaining the fertility for

the land. There is of course the other aspect to be considered, *viz.*, the indifference of the land-holder which we may expect hereafter. Sooner or later the question of compensation and damages will crop up for consideration as any tenant can damage a property by the continuous application of nitrogenous manures. When cases do turn up the provisions in the law will have to be amended. For the time-being the legislation is hopeful.

The stocking of manures in the various Panchayats is a move in the right direction. The rural co-operative societies should also be advised to take this work as these bodies seem to me to have better facilities for coming into touch with the farmers.

7. *Seeds.*—There is a lot of work to be done by the Department in the matter of improving seeds not only of paddy but of other crops as well. Seed selection as now adopted is not going to give any lasting benefit. Experiments in breeding paddy and other staple crops of the State should be started soon, so that better type of seeds may be evolved. This is a very important item of work and the sooner it is started the better. When definite results are achieved it should be very easy for the department to popularise the new strains. As observed by me already the several sections of the Development Department can work hand in hand and effect a revolution in agricultural methods and bring about a lasting benefit on the agricultural population of the State. Better seeds will increase the yield by at least 15 per cent.

8. The paddy crop is subject to a few diseases and a number of insect pests. Work so far done in regard to insect pests is fairly up-to-date in Cochin, while the question of diseases of paddy is awaiting investigation. I would suggest that this subject may be carefully tackled by the Government.

9. I have in the above paragraphs show an increase in the out-turn can be effected. The several factors such as better tillage, better seeds, liberal application of suitable manures and control of diseases and pests must raise the out-turn of any cereal or for the matter of that any crop. The average yield of 10 bushels of wheat has risen to 35 bushels in England. The wheat yield has risen to 35 bushels in Soviet Russia from 15 bushels during the Tsarist period. In Japan the yield is 2,900 lbs. now per acre. In Egypt it is 3,000. In Italy the yield is 3,900 while Spain gets 5,700 lbs. per acre. If instead of 1,250 lbs. of paddy which I have taken as the average yield per acre, our yield is raised to 2,240 lbs. there is no deficit of paddy in Cochin. If however we are in a position to raise the yield in the same proportion as in other enlightened countries (in the rates of 10 bushels to 35 bushels) our average yield should be somewhere 4,000 lbs. If this is possible of realisation—and I do not see any reason why it should not be possible—Cochin will have a very large quantity of surplus paddy. If urgent steps are taken this aim of 4,000 lbs. per acre can be achieved in the course of the next 10 years.

10. I think I have said enough. This report may be read along with my first report about drainage and irrigation. Scientific agriculture has come to stay in Cochin. In a country where the majority of the people are small holders and where the whole industry is handicapped by bad floods and drought, want of capital and also want of knowledge for adopting up-to-date methods, the task of the Government is bound to be big; but that task has to be performed in the interests of about 75 per cent of the population of 14 lakhs.

I. RAMAN MENON

*Chairman*

### APPENDIX III

#### Extracts from the report on Agricultural Education in the State by Mr. I. Raman Menon

In the field of Agricultural Development there is nothing so important as Agricultural Education.

Thirty or forty years ago when the craze for English Education had not spread to villages, agricultural conditions in rural areas were not so unhappy as at present. There were lots of people who were farming lands properly. These people had plenty of practical experience and they knew to raise a good crop of paddy, to grow enough vegetables for their use and to raise enough milk. Conditions have changed. In rural areas cultivation has become shabby and crop failures have become very common. If there is a sturdy rural population keen on

agricultural pursuits conditions would be different. People with practical experience in farming are getting scarce and the result is that the rural population are not only not in position to take any initiative in agricultural matters, but are unable to appreciate the efforts of the department and to follow the scientific methods.

With a view to raise the standard of the rural population various methods were suggested. In British India Agricultural Primary Schools were opened in some places with a view to give instruction to sons of landlords and farmers. These schools were not able to attract the right type of students. It was the idea in the State also to open a similar type of schools (Please see Diwan Sir Bhore's orders on my scheme). Agricultural Primary School was ordered to be opened. But for want of staff for teaching work the school could not be opened.

I suggested the desirability of giving Agricultural Training to the pupil teachers of the Training School and also to treat agriculture as one of the subjects for the S. S. L. C. course. Mr. Davis, the then Director of Public Instruction opposed this scheme, but when Mr. Mathai became the Director of Education my suggestion met with his approval. Government were addressed and sanction was obtained for the scheme. About 20 to 24 pupil teachers were given a year's training in agriculture. So far we have been able to train nearly 200 teachers. These teachers opened school gardens in Primary Schools. They are giving some sort of agricultural bias to Education in such of the Primary Schools as have the advantage of a teacher trained in Agriculture. The one great advantage in having a number of people trained in agriculture in rural areas is that these teachers are able to advise the ryot population and to report to the nearest agricultural officer of the Department if anything happens in the village which requires the special attention of the Department.

Half a dozen science graduates of the High Schools of the State were given a two years' training in the Poona Agricultural College. They were asked to teach agriculture in five High Schools of the State and such of the students as had an inclination to agriculture took up agriculture as a subject for the School Final Examination. It was also the idea of the then Government to give a higher standard of education in agriculture in the proposed College at Ramavarmapuram and it was the idea of the Government to give these students practical instruction in agriculture at the Government Central Farm. A road connecting the Central Farm with Ramavarmapuram was about to be opened. Plans and estimates were prepared and everything was ready. On account of a change in the personnel of the administration the scheme did not materialise. Mr. Mathai had by this time retired. He was succeeded by Mr. I. N. Menon. He seemed to be enthusiastic about agricultural education and he even asked me if it would be possible to give a higher type of training in the Central Farm to teachers of Lower Secondary Schools. I said it would be possible to give such training when the laboratory is opened. When I retired the laboratory was being equipped.

The laboratory was opened subsequently.

Teachers from primary schools came in fewer numbers and after some time they were never sent at all, though a lot of money was spent for putting up hostel buildings in the Central Farm.

This change of policy and the peculiar angle of vision on the part of Government are not a special feature of the Government of Cochin. It happens everywhere. Nation building departments are treated with scant courtesy. In countries where people are wealthy, endowments have been created to run all types of useful institutions. The Rothampated Agricultural Research Station in England is a case in point. So also are the Universities in Europe. The University Science College in Calcutta, the Tata's Institute in Bangalore are all institutions supported by endowments and helped by Government. We have a number of religious and semi-religious institutions in the State. Devaswams were enjoined to maintain stud bulls. This matter was brought to the notice of the Government when Mr. (now Sir) Bhore was the Diwan. The result was five stud bulls were maintained by the Devaswam Department.

The policy underlying all nation building Departments and Institutions should have a continuity of policy which should not on any account be broken. The management of such institutions should be carefully watched and every encouragement should be given so that their efficiency may be enhanced from time to time. Agricultural improvement such as the raising the standard of production of crops, introduction of new crops suitable to the country; improvement of livestock—especially in a country where animals are not slaughtered in large numbers—equipment of the agricultural population with the required education are all matters

which require time. The progress is slow and as such these matters should be carefully watched from time to time.

To come back to the subject of agricultural education, it is necessary for me to state that the mainstay of the people of Cochin is agriculture and allied industries. Just as proper training and equipment are essential to every profession, agriculture also requires properly trained people. Cochin cannot boast of any mines or mineral resources nor has Cochin many very wealthy citizens. The main income is derived from the produce of the land. It thus becomes evident that some importance should be given to the question of giving ample facilities to people for getting a working knowledge of the principles of the theory and practice of agriculture. The absence of knowledge about the several matters regarding agriculture—such as for instance the use of oil cakes, fish products, etc.,—has been the cause of tremendous exploitation of the country by outsiders. Cochin cannot for obvious reasons build up a tariff wall but a true knowledge about things will become a sure tariff wall. For this purpose people have to be taught. Agricultural education alone can achieve this end.

“First Aid” is now taught in Schools. Why should not a knowledge about our foodstuffs—how they are produced, the utilisation of agriculture by produce, agricultural side industries such as, cow keeping, bee keeping poultry keeping, spinning, weaving—why should I say, a knowledge about agricultural matters be tabooed?

It is only a very very small percentage of the boys and girls attending Schools and Colleges that have a chance of getting into Government service and other professions. A very large percentage has to go back to land for livelihood. Are the youngsters trained for this work? By the time these youngsters finish their education they forget everything about land.

Agriculture should be made a compulsory subject in the High School Classes. The course should commence from the 1st Form onwards in easy stages.

In the primary schools the boys and girls should get themselves familiar with plants and surroundings. Every Primary School should be compelled to have a School Garden. Such of the School's as cannot maintain a garden should be stopped from functioning.

We want a number of teachers for this purpose. If the scheme started by me had been continued every primary school in the State would have had by this time an Agricultural Instructor and Cochin State would have become a model State in point of Agricultural Education at least.

If all the Science Graduates employed in the lower secondary and upper secondary schools in the State are given a year's training at the Farm, they would become not only useful members of the public, but they would be of immense benefit to themselves and to their neighbours.

I would suggest a year's training at the Farm for all Agricultural Instructors in the Primary and Lower Secondary Schools and a two years' intensive training at the Farm for all the Science Teachers in the High Schools of the State.

I once suggested to the late Mr. Kasturi Ranga Ayyar that the Revenue Inspectors might get a year's training in agriculture at the Farm. Mr. Kasturi Ranga Ayyar heartily approved of the suggestion; but nothing came out of it though he remarked casually that agricultural training would be very useful even to Tahsildars. The Government of Bombay once issued orders to the effect that suitable Graduates of the Poona Agricultural College should as far as possible be recruited to the Revenue Department.

The Policemen in Great Britain and Ireland are supposed to be familiar with insect pests notified under the Pest Act.

The proposal to train up all the Science Teachers is bound to be a bit expensive. There are too many High Schools just now. It would not matter much if a few at least are abolished and I am sure it won't cause much inconvenience to the public.

A five years' programme with at least two dozen Graduate Teachers and at least three dozen teachers from Primary Schools will go a long way to solve the problem. A few Revenue Inspectors may also be got trained every year. Such of the clerks as are likely to be promoted to the Revenue Inspector's place may be trained in agriculture besides training in survey.

The staff of the Agricultural Department has to be slightly strengthened to cope with this additional work of teaching. The Rural Reconstruction Department should be made to co-operate with the Agricultural Department; but the important co-operation is wanted from the Educational Department which at present does not bother its head about agricultural education in any appreciable degree.

## APPENDIX E

### Proceedings of the preliminary meeting of the Village Development and Improvement Committee, held in the Legislative Council Buildings on 27th April 1946

#### *Members present.—*

1. M. R. Ry. T. K. Krishna Menon Avl., Chairman.
2. „ T. C. Sankara Menon Avl., Member.
3. „ B. M. Peter Avl., „
4. „ V. K. Sankaran Avl., „
5. „ T. R. Ganapathy Ayyar Avl., „
6. „ M. Cherayath Avl., „

The Committee met at 3 p.m.

(i) Resolved to inform the Government that the time fixed for the submission of the report is too short and that it has to be, for obvious reasons, extended.

(ii) Resolved that the time and the days for the meetings of the Committee shall be from 11-30 a.m. to 2-30 p.m. on Mondays or Thursdays in future.

(iii) Resolved that three members shall form the quorum.

(iv) Read paragraph (3) of Government Proceedings LS3-62/21, dated 27th March 1946 and resolved to request the Government to send 12 copies of the plan and proposals referred to in dit for the use of the members.

(v) Resolved to invite suggestions, if any, from such of the public as are interested in the scheme of Village Development and Improvement, by publishing an "Appeal" in the form approved by the Committee in all the papers of the State.

(vi) Resolved to make special requests to the Editors of all papers in the State to publish free of charge the aforesaid copy of the "Appeal" with their valuable comments on the question referred to the Committee.

(vii) Resolved to send copies of the appeal to the Presidents of the various Panchayats so as to enable the Committee to have the considered views of the respective Panchayats on this important question of Village Development and Improvement.

(viii) Resolved that the Committee shall meet at 11-30 a.m. on Monday, 23rd Medam 1121/6th May 1946.

(ix) The Chairman informed the members that, as directed by the Government, the notices etc. will be signed by Mr. M. Vasu Menon, the clerk deputed by Government, for the Chairman.

The Committee rose at 4-15 p.m.

T. K. KRISHNA MENON

*Chairman*

**Proceedings of the 2nd Meeting of the Village Development and Improvement Committee held on 23rd Medam 1121/6th May 1946**

*Members present.—*

- |    |           |                     |       |           |
|----|-----------|---------------------|-------|-----------|
| 1. | M. R. Ry. | T. K. Krishna Menon | Avl., | Chairman. |
| 2. | "         | T. C. Sankara Menon | Avl., | Member.   |
| 3. | "         | P. V. Kurien        | "     | "         |
| 4. | "         | V. K. Kutty         | "     | "         |
| 5. | "         | V. K. Sankaran      | "     | "         |

The Committee met at 11-30 a.m.

(i) Read and passed the proceedings of the Preliminary meeting.

(ii) Read letter No. LS3-62/21, dated 3rd May 1946 from the Secretary to Government.

Mr. V. K. Kutty, member, informed the Committee, that on the requisition of the Hon'ble Minister, all Panchayats have sent their suggestions in connection with Rural Reconstruction. In the light of this information, it was resolved that further reference to the Panchayats is not necessary and that Government might be informed accordingly.

(iii) Resolved to request the Government that the time might be extended till the 30th of Mithunam 1121.

(iv) Read and recorded Government Proceedings, L. Dis. 2641/21, dated 1st May 1946 regarding the construction of a culvert at the extremity of the eastern bazaar of Puthenpedika.

(v) Resolved that the Committee shall meet at 12-30 noon on Monday, 6th Edavam 1121.

The meeting ended at 1-15 p.m.

**T. K. KRISHNA MENON**

*Chairman*

**Proceedings of the 3rd Meeting of the Village Development and Improvement Committee held in the Legislative Council Buildings on Monday, 20th May 1946/6th Edavam 1121**

*Members present.—*

- |    |           |                       |       |           |
|----|-----------|-----------------------|-------|-----------|
| 1. | M. R. Ry. | T. K. Krishna Menon   | Avl., | Chairman. |
| 2. | "         | Joseph Pettah         | "     | Member.   |
| 3. | "         | T. R. Ganapathy Ayyar | "     | "         |
| 4. | "         | V. K. Sankaran        | "     | "         |
| 5. | "         | B. M. Peter           | "     | "         |
| 6. | "         | P. V. Kurien          | "     | "         |
| 7. | "         | V. K. Kutty           | "     | "         |

The Committee met at 12-30 noon.

1. Read and passed the proceedings of the 2nd Meeting.

2. Read and recorded the papers received by the Committee.

3. The Committee then had a full discussion as to how the question referred to it has to be worked out. After a detailed discussion, it was resolved to divide the whole scheme of Village Development and Improvement into several component parts, each part being put in the hands of separate members of the Committee, as shown below.—

- |   |  |
|---|--|
| (i) Agriculture                             | Messrs. I. Ramen Menon and T. R. Ganapathy Ayyar |
| (ii) Co-operation and Education             | " Joseph Pettah and T. C. Sankara Menon          |
| (iii) Communications and Cottage Industries | " T. K. Krishna Menon and V. K. Kutty            |
| (iv) Public Health and Housing Scheme       | " V. K. Sankaran and M. Chirayath                |
| (v) Coastal Industries                      | Mr. B. M. Peter                                  |
| (vi) Social Amenities                       | Mr. T. R. Ganapathy Ayyar.                       |

The Members concerned have agreed to prepare in the form of short memoranda, skeleton schemes on the subjects allotted to them. These memoranda which will even make from parts of the main report, will be discussed at the next meeting by the Committee and passed with needed modifications.

5. Circulated copies of Part I, III and IV of the Preliminary Draft of the Post-War Reconstruction schemes, among the members present.

5. Resolved to meet on a day a week after the circulation of the remaining essential papers which are yet to be got from the Government.

The Committee rose at 2-30 p.m.

T. K. KRISHNA MENON

*Chairman*

**Proceedings of the 4th Meeting of the Village Development and Improvement Committee held in the Legislative Council Building on Thursday, 6th June 1946/23rd Edavam 1121**

*Members present.—*

1.	M. R. Ry.	T. K. Krishna Menon	Avl.,	Chairman.
2.	"	Joseph Pettah	"	Member.
3.	"	T. C. Sankara Menon	"	"
4.	"	T. R. Ganapathy Ayyar	"	"
5.	"	V. K. Sankaran	"	"
6.	"	B. M. Peter	"	"
7.	"	V. K. Kutty	"	"
8.	"	P. V. Kurien	"	"

1. Read and passed the Proceedings of the last meeting.

2. Read letters from Messrs. Joseph Pettah and V. K. Sankaran to say that they have been ill, and so could not attend to the work undertaken by them.

3. Read Letter No. LS3-62/21, dated 31st May 1946 from the Government directing the Committee to submit the report within the specified period. Resolved to authorise the Chairman to address the Government again to extend the term of the Committee till 30th Mithunam 1121 as originally requested on the lines of the letter read and approved, in view of the fact that it would be physically impossible for the Committee to finish the work and make suitable recommendations to Government, before the end of Edavam.

4. Read and discussed the skeleton scheme on "Coastal Industries—Fisheries" prepared by Mr. B. M. Peter.

5. Discussed how the schemes on "Co-operation" and "Social Amenities" in Villages have to be worked out.

6. Read and passed with slight changes, the memorandum on "Cattle", "Communications" and "Cottage Industries" prepared by Mr. T. K. Krishna Menon.

7. Resolved to meet at 12-30 noon on Monday, 10th June 1946/27th Edavam 1121 and to read and pass the memoranda on the remaining schemes to be embodied in the report.

T. K. KRISHNA MENON

*Chairman*

**Proceedings of th 5th Meeting of the Village Development and Improvement Committee held in the Legislative Council Building on Monday, 10th June 1946/27th Edavam 1121**

*Members present:—*

1. M. R. Ry. Joseph Pettah Avl.,
2. " B. M. Peter "
3. " P. V. Kurian "
4. " V. K. Sankaran "
5. " V. K. Kutty "

The Committee met at 1 p.m.

1. Read letter from the Chairman regretting inability to attend the meeting owing to indisposition and authorising one of the members to preside and proceed with the days business. Accordingly, Mr. Joseph Pettah took the Chair as proposed by the members present.

2. Read and recorded letter from Mr. T. C. Sankara Menon requesting to be excused from attending the meeting.

3. Read and passed the minutes of the last meeting.

4. Read and recorded Letter No. LS3-62/21; dated 5th June 1946 from the Government forwarding a copy of the cutting from "Veerakesari" and directing the Committee to expedite the report.

5. Read and passed the Memorandum on "Public Health" prepared by Mr. V. K. Sankaran.

6. Read and passed with slight changes the Memorandums on "Buildings" and "Machinery of work" prepared by Mr. T. K. Krishna Menon.

7. Resolved to read and pass the prefatory and concluding portions of the report at the next meeting when the Chairman will also be present.

8. Resolved that the Chairman and Messrs. Joseph Pettah and T. C. Sankara Menon will draft the main report.

9. Resolved to meet on Friday, 31st Edavam 1121 at 12-30 noon to pass the remaining Memorandums and request the members concerned to get their portions ready.

**T. K. KRISHNA MENON**

*Chairman*

**Proceedings of the 6th Meeting of the Village Development and Improvement Committee held on Friday, 15th June 1946/31st Edavam 1121**

*Members present:—*

- |  |          |
|--|----------|
| 1. M. R. Ry. T. K. Krishna Menon Avl., | Chairman |
| 2. " Joseph Pettah, Avl.,              | Member   |
| 3. " P. V. Kurien, Avl.,               | "        |
| 4. " T. C. Sankara Menon, Avl.,        | "        |
| 5. " V. K. Kutty Avl.,                 | "        |

The Committee met at 12-30 noon.

1. Read and passed the Proceedings of the last meeting.

2. Read and passed the prefatory and concluding parts of the report.

3. Read and passed with slight changes the Memorandum on "Role of Co-operation in Rural uplift" prepared by Mr. T. C. Sankara Menon.

4. Resolved to request Messrs. I. Raman Menon, T. R. Ganapathi Ayyar and B. M. Peter to expedite their Memorandum to send them to the Chairman before the next meeting.

5. Resolved to report to Government that the Committee would submit its report on the 15th Mithunam.

6. Resolved to hold the next meeting on Thursday, 6th Mithunam 1121 at the usual time and place to pass the final report.

**T. K. KRISHNA MENON**

*Chairman*



**Proceedings of the seventh Meeting of the Village Development and Improvement  
Committee held in the Legislative Council Buildings on Thursday, 6th  
Mithunam 1121.**

*Members present,—*

1.	M. R. Ry.	T. K. Krishna Menon	Avl.,	Chairman
2.	"	Joseph Pettah	"	Member
3.	"	T. C. Sankara Menon	"	"
4.	"	T. R. Ganapathy Ayyar	Avl.,	"
5.	"	V. K. Sankaran	"	"
6.	"	P. V. Kurien	"	"

The Committee met at 1 p.m.

1. Read and passed the minutes of the last meeting.
2. Read Letter No. LS3-62/21, dated 14th June 1946 and G. P. L.S3-62/21, dated 17th June 1946, from the Government. Recorded.
3. Read letter, dated 1st Mithunam 1121 from Mr. I. Raman Menon. The Committee regrets that this letter was not sent earlier. It is a very great disappointment to the Committee to receive this letter when they were expecting a Note on Agriculture to be incorporated in the report, from Mr. Raman Menon as promised in his letter to the Chairman, dated 22nd Edavam 1121.
4. Read and passed the Note on Agriculture prepared by Mr. T. K. Krishna Menon.
5. Read and passed the Memorandum on "Coastal Industries" prepared by Mr. B. M. Peter, with a few alterations.
6. Read and passed with slight changes the Memorandum on "Social Amenities in Villages" prepared by Mr. T. R. Ganapathi Ayyar.
7. The non-official members of the Committee unanimously resolved to request the Government to give them first class rates of T. A. and D. A. and to request the Chairman to send a letter to the Government in the form approved by them.
8. Resolved to meet on Sunday, 9th Mithunam 1121 at 3 p.m. to sign the final report and to request all members to be present at this meeting.

I. K. KRISHNA MENON

*Chairman*

**Proceedings of the Final Meeting of the Village Development and Improvement  
Committee held in the Legislative Council Buildings on Sunday, 9th  
Mithunam 1121**

*Members present.—*

1.	M. R. Ry.	T. K. Krishna Menon	Avl.,	Chairman
2.	"	Joseph Pettah	"	Member
3.	"	T. C. Sankara Menon	"	"
4.	"	V. K. Kutty	"	"
5.	"	T. R. Ganapathi Ayyar	"	"
6.	"	P. V. Kurien	"	"

1. Read and passed the minutes of the previous meeting.
2. Read the final report to be submitted to Government and it was signed by the members present with slight changes.
3. Resolved to send the report to the Government with a request from the Chairman, to send the same to the absentee members and get it signed by them. The Committee could not take action in the matter of sending one with the report to the remaining four members in view of the fact that the term of the Committee would expire on 10th Mithunam 1121.
4. Resolved to request the Chairman to report to Government the names of the members of the Committee and the number of the meetings attended by each.

T. K. KRISHNA MENON

*Chairman*

## ADDITIONAL NOTE ON AGRICULTURE

(By T. R. Ganapathy Ayyar)

By this additional note to the unanimous report of the Committee, I beg to submit, I do not in any way contradict the views of the Committee. The Committee included my name to prepare a special memorandum about Agriculture even though Mr. I. Raman Menon was held solely responsible for it. Unfortunately, on account of the absence of Mr. I. Raman Menon throughout the life of the Committee, we were deprived of the benefit of his expert opinion, and so I found it my duty to submit the following even though I do not claim it a scheme by itself.

We all unanimously hope that rice being our staple food providing for better facilities for the agriculturists of the State to enable them to properly use the existing sources of production is the most important step to be taken in any scheme which contemplates the rural uplift or development. This in effect should mean a continued insistence on improved methods of cultivation and sustained effort to equip the agriculturist technically so that he might be in a position to know himself how to obtain the maximum return for his labour while maintaining or increasing the fertility of soil. Even though the methods of planning, cultivating and harvesting are everywhere controlled by custom, I am of opinion, some effective steps will be found inevitable for a government which really thinks of improving the lot of agriculturists, and through them the food condition of the State.

Now there is little thought of exercising any initiative on the part of the agriculturists owing to the uncertain period of possession of land by them. No doubt there is an appreciable feeling of relief among the peasants on account of the recent enactments on Tenancy Regulations, and the farmers of the Cochin State can be expected to look with keener eyes on improved agricultural machinery. But there is the fact that they cannot afford to buy them even though they are aware of the utility. So, any suggestion or attempts aimed at the replenishing and revivification of the cultivated areas must, therefore, be in the direction of improvements in the indigenous methods of farming and that within the reach of the farmers. This fact, the Committee has explained in its scheme of the Multi-purpose Co-operative Store Scheme.

The fragmentation of holdings has retarded the adoption of approved methods of agriculture. Mr. Clow, a well-informed writer on the subject, says that everything in South India is sub-divided—shares, holdings, plots, tenants, houses, groves, pawns and even trees, and where there is no formal partition, there is always an informal one. It is accepted on all hands that, if all lands are intensely fragmented, then the number of ploughs and cattle, hired labour, the number of watchers and the time taken for cultivation are greater than it would otherwise have been if the plots are consolidated into larger compact areas. Even though the Committee is of the opinion that it is too late to fight against the fragmentation of the holdings on account of the existing laws of inheritance, I have to urge the Government that, whatever that may be, the prevention of further fragmentation and promotion of consolidation of holdings are undoubtedly two of the major reforms to be taken in hand in connection with Post-war Agricultural Reconstruction.

The authors of the Plan for the Economic Development of India point out that "Increase in agricultural production, however, presupposes certain fundamental reforms. The most important question to be solved is that of the size of the agricultural holdings. The average holding at present is not more than three acres scattered over the village in tiny fragments. Although there may be the definite limits to the advantages arising out of the consolidation of holdings and increase in their size it is one of the main reforms which would be necessary for the adoption on intensive farming. To bring it about co-operative farming appears to present less difficulties than any other method that might be suggested. It increases the size of the holding for the purpose of cultivation, without depriving the cultivators of their right to their ownership of their existing holdings. In order that co-operative farming may come into vogue some measure of compulsion appears desirable". What form of compulsion the State should take, the authors do not say. I hope that, as Rao Sahib K. Achyuta Menon, B.A., B.L., Retired Secretary to Government of Cochin, has once suggested in an article published through the columns of "Cochin Times", "if the necessity for direct action by this State is accepted by Government, it is better to depute some officer of Government with a clear, wide and practical knowledge of Agricultural conditions in Cochin, to go into this question, to examine the existing

legislation in some provinces of India to suggest possible ways and means of combatin which tends to grow apace in the State and if necessary, to draft the necessary legisla- The standard of the size of the holding, I should suggest, is to be fixed at 10 acres as the absolute minimum, even though Dr. Keatings has suggested 10 to 15 acres would be the area just profitable under the existing conditions in India.

The whole agricultural population which forms the backbone of the State has to be uplifted through the Agricultural Department. If there is one department in this State which ought to be recognized and encouraged above all the rest, it is this Department. I am constrained to remark thus because I know as a matter of fact that there is the popular complaint against the present activities of this Department. It is a sad affair that this Department has failed to do anything tangible for want of willing co-operation of the peasants, for whose benefit this Department does much of propaganda work and demonstration, and I am more sure that no improvement can be effected so long as the mentality of the people remains to look upon the Government alone as their Goddess-Abundantia for their corn and grain. The main work of this Department should be by frequent contacts with farmers and by demonstrations and propaganda in farms which can easily be understood by them to try and get rid of this mentality and to teach them that it is within their competence with the facilities offered by the Government to effect a general increase in the out-turn from their lands by steady means in the methods of cultivation and continued application of manures. This object should be achieved only by setting up a central multi-purpose co-operative organizations contemplated in the Committee's report. There is a fatalistic mentality on the part of the poor peasants. They are not sure of the results of their hard labour on account of the inadequate irrigation. They always think of the loss of harvest on account of floods or insufficient rain. This fatalistic mentality should be removed by giving immediate relief in the direction of irrigation.

Both the Food Production Committee and the Co-operation Committee have unanimously remarked that the Cochin State is purely an agricultural country and that there is food for its people for seven months and that food can be produced in the State for the remaining five months also by attending to major improvements for better irrigation. According to the census of 19 1, the population of Cochin State is somewhere near 14,22,000 and there is a cultivated area of 5 09,617 acres. Out of this two and odd lakhs acres are wet and the remaining dry. Even though the population increases day by day, the area for cultivation does not increase. An elaborate scheme to remove this evil was submitted by the Food Production Committee on 15th Karkadagam 1117 under the Presidentship of Rao Sahib K. Achyuta Menon. The schemes pending execution as in the case of Chalakkudi and Pillathode in Mukundapuram Taluk and Naduthodu in Trichur Taluk and those noted in the Post-War schemes have to be given every preference to the rest of the Post-War Development Schemes. The Perinchira in Thalapalli Taluk, Peachi in Trichur Taluk, the Anapadam Valley near Pudukad, the Inchakundu in Malayattur and such other schemes recommended by the Food Production Committee should be taken in hand during the next year.

Mr. I Rama Menon, in his separate note to the Co-operation Committee Report in 1119 seems to have reported that the Chalakkudi Diversion Scheme is not profitable. But from the peasants' point of view I am told that it is profitable and useful, and I can boldly say that the people in Mukundapuram Taluk have begun to look to the date of completion of the scheme. So, I have to hold that the scheme which has shown only very slow progress should be expedited.

Even though the State is a typical agricultural country, and the majority of the village population are agriculturists, Cochin State is still an importing country. It is calculated that the average out-turn of paddy is only half-a-ton per acre per year, and in spite of repeated and varied attempts of the Government, the out-turn remains the same. There are reports that the output per acre in some other countries varies from one to two-and-a-half tons per acre. The coconut yield also in Cochin is calculated 2,000 acre while in other countries it is 5,000 to 6,000. I am of the opinion that this lower yield is due to non-application of better seeds, right kind of manure and up-to-date methods of cultivation. I once again stress the point that the desired increase in the yield can be brought about only by promoting collective farming and land colonization in the Post-War Reconstruction Scheme, all run on co-operative basis as detailed in the Committee's Report under co-operation. I am also of opinion that the present O'ookhara Central Farm is a mere waste of money, and the Committee is of opinion that any amount spent on this and similar demonstration plans will not give very substantial result. There is another

expert opinion that, one or two selected plots in the possession of a cultivator with a progressive outlook should be selected in each village for free demonstration of what can be done in the improvement of paddy and increase in production by selection of seeds and proper cultivation and the use of fertilisers. If a statistical record should be kept to note the improvement at least for a year or two, I am sure, the Government will only be too glad to spread this scheme with greatest possible rapidity.

A village Co-operative Grain Bank which will lend grain to its members and recover after the crop is gathered will be another useful scheme that can be worked out without any expenditure. A nominal contribution by the members of, say, one para out of every 100 paras of yield each year would enable the bank to accumulate a reserve stock. This stock can be renewed by the lending business and saved from deterioration. This at the end will be a guarantee against lean years.

In conclusion, I would like to suggest that village Agricultural Development Committees should be formed duties of which shall be as follows, as suggested in the Food Production Committee's Report.—

1. Propaganda work among the villagers for increased use of vacant spaces attached to residential holdings by growing food crops of all kinds. Seeds and plants should, if necessary, be taken to their very doors.

2. Conducting a survey to be followed by a report on the possibilities of converting single crop land into double crop lands and dry into wet lands in the village.

3. To take the initiative in the starting of Co-operative grain Banks and Co-operative Societies for production and distribution of hand-pounded rice.

4. To persuade the landholders to enclose and cultivate, with food crops of all kinds, all lands which have so far been allowed to lie waste, to use such powers of sweet reasonableness as they possess to secure the maximum co-operation of the villagers and to see that Government's policy is implemented and fully carried out.

5. To render all help to officers of the Agricultural Department in their endeavours to persuade the agriculturists to use improved seeds and manures.

6. To point out to the more well-to-do among the villagers that it is their patriotic duty to limit their expenditure of rice to the barest minimum and to place the surplus at the disposal of his fellow-beings; to point out to them the supreme necessity of practising economy and avoidance of waste in feasts and festivals in regard to rice.

7. To keep a census of the productive capacity of the village.

The possibility of forming a Central Standing Committee to supervise the activities of these village Agricultural Development Committees, whose term may provisionally be fixed for three years, may also be considered by Government.

T. R. GANAPATHY AYYAR

Editor

The Cochin Times  
Trichur

Dated, 10th Mithunam 1121.